

JORDAN RULE OF LAW PROGRAM

Final Report

DECEMBER 2008 – NOVEMBER 2013





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This publication was produced for review by the United States Agency for International Development (USAID) and prepared by Tetra Tech DPK.

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ACRONYMS

ABA	American Bar Association
ACC	Anti-Corruption Commission
AU	Administrative Units
ACJLS	Arab Council for Judicial and Legal Studies
AG	Attorney General
CAP	Court Administrator's Program
CDFJ	Center for Defending Freedom of Journalists
COP	Chief of Party
CSO	Civil society organization
EOJ	Execution of judgments
EU	European Union
FJP	Future Judges Program
GOJ	Government of Jordan
IEC	Independent Electoral Commission
IFES	International Foundation for Electoral Systems
IRC-KHF	Information and Research Center – King Hussein Foundation
IT	Information Technology
ITD	Information Technology Directorate
JAU	Judges' Affairs Unit
JC	Judicial Council
JD	Jordanian dinar
JIJ	Judicial Institute of Jordan
JIU	Judicial Inspection Unit
JOB	Jordan Ombudsman Bureau
JSDP	Judicial Studies Diploma Program
JUST	Judicial Strategic Plan
KPI	Key performance indicators
KSA	Knowledge, skills, and abilities
LOB	Legislation and Opinion Bureau
MASAQ	Predecessor program to ROLP, 2004–2008
MIT	Ministry of Industry and Trade
MOJ	Ministry of Justice
MSU	Michigan State University
ROLP	Rule of Law Program
TO	Technical Office
USAID	United States Agency for International Development

OVERVIEW



OVERVIEW

The USAID-funded Jordan Rule of Law Program (ROLP) began operations on December 1, 2008 pursuant to a task order awarded to Tetra Tech DPK under the International Government Integrity and Anticorruption Technical Assistance Services indefinite quantities contract. ROLP began as a three to five year follow-on project to the previous USAID rule of law project, MASAQ, which was implemented in 2004–2008. In 2011, ROLP received funding for the two option years.

Strengthening the rule of law has long been a key objective of the Jordanian Government's reform strategy. Desired outcomes of strengthened rule of law are: increased public confidence in dispute resolution processes and decisions of the courts; greater protections of fundamental human rights; more robust civil societies; and increased economic opportunities for business growth and encouraging foreign investment in Jordan.

“We will not be able to enhance Jordan and develop it economically and socially without advancing the judiciary.”

His Majesty King Abdullah II, June 3, 2007, Judicial Authority, the Strategy of Building 2012–2014.

ROLP was created to provide direct technical assistance and training to the judiciary and the Ministry of Justice (MOJ) to support the design and implementation of institutional changes that would assist Jordan's judiciary in achieving substantial and sustainable progress towards its goal of creating a modern, independent, and professional judicial system consistent with international standards.

The Program's more specific goals were to strengthen judicial independence, improve the Cassation Court's ability to render final appeal decisions, improve the efficiency and transparency of court services for Jordanian citizens and lawyers, strengthen the skills and knowledge of judges and court staff, enhance and expand the court's nationwide computerized case management system, and assist the MOJ to develop and implement justice sector upgrade efforts. In 2011, project implementation took into account goals defined in the Judicial Upgrading Strategy 2010–2012, modifying justice sector reform priorities to conform to proposed (and ultimately adopted) constitutional amendments. Automation and some training activities were scaled down in favor of new strategic approaches and activity areas. These new areas centered on support and assistance to strengthen prosecution offices, activities to improve execution of judgments, and an increased project focus on augmenting legal assistance for Jordanian citizens. ROLP's overarching objectives were as follows:

- **Objective 1:** Promoting an independent and empowered judiciary by assisting the MOJ and the Judicial Council (JC) to establish and build the capacity of administrative offices to serve the JC; enhancing the fair and transparent evaluation of judges; maintaining the high quality and quantity of judicial education opportunities from the Judicial Institute of Jordan (JIJ) and building its administrative capacity; and establishing an electronic database of judicial decisions of the Court of Cassation.
- **Objective 2:** Increasing public awareness of the rule of law and supporting the Program's technical activities through a small grants program.

- **Objective 3:** Improving judicial performance to reduce delays and increase public confidence through activities targeting the expansion of the scope of computerization in the courts and accessibility of management information to judges, litigants, and court and case managers; strengthening the use of mediation as an alternative option for dispute resolution; strengthening processes to manage cases to more expeditious disposition and to reduce backlog; reforming procedural codes and supporting the Ministry's efforts to amend legal frameworks to further enable reforms; developing specialized judicial knowledge and skills to adjudicate special, modern case types; and strengthening the legal research capabilities of the Technical Office (TO) of the Court of Cassation.
- **Windows of Opportunity:** While focusing on the three primary objectives, the Program was designed to maintain sufficient flexibility to meet unanticipated and emerging innovative ideas outside the parameters of defined program activities through ad hoc activities as agreed upon by MOJ, judiciary counterparts, and USAID.

Program implementation focused on developing and supporting effective and sustainable solutions for Jordan's justice sector. While significant gains were achieved, challenges emerged with implementation. The Program encountered some resistance from justice sector leadership, manifested by a lack of political will and broad-based support for reform and judicial independence. Other recognized challenges included the lack of qualified and/or appropriately incentivized administrative court staff (especially information technology staff) and was manifested in an exceptionally high employee turnover. High turnover was also evident with Chief Justice, Attorney General (AG), and prosecution leadership. The government's financial obstacles and inability to retain staff hindered ROLP's ability to more effectively develop expertise, specializations, and career satisfaction.

Despite the challenges facing Jordan's justice system, the Program pursued its goals, and with the collaboration of USAID, Government of Jordan (GOJ), MOJ, civil society institutions, Jordanian citizens, justice sector donors, and others, ROLP was able to support and contribute to the advancement and strengthening of the rule of law in Jordan. The effort and support of stakeholders facilitated ROLP's efforts to create an enabling environment conducive to enhanced transparency, accountability, efficiency and inclusiveness. Also key to the Program's implementation and success was the hands-on role of Tetra Tech DPK and ROLP staff. Their expertise, insight, and unyielding support proved to be the Program's guiding force.

On completion of the project, ROLP was able to successfully provide support to the judiciary (including the prosecution service), MOJ, and related justice sector institutions, and attain its program goals. ROLP, through its support to the Jordanian counterparts, was able to:

1. Promote an independent and empowered judiciary while increasing its transparency and accountability;
2. Expand access to justice, rule of law, and public awareness of the rule of law; and
3. Enhance judicial performance to reduce delays and increase public confidence.

PROJECT MILESTONES



PROJECT MILESTONES

ROLP's activities were centered on three primary objectives. The following are highlights of project milestones and sustained impacts for each objective.

OBJECTIVE 1: PROMOTE AN INDEPENDENT AND EMPOWERED JUDICIARY WHILE INCREASING ITS TRANSPARENCY AND ACCOUNTABILITY

- Supported the Judicial Institute of Jordan (JIJ) to become a regional model of excellence with a modern Judge's Preparatory Program and a Continuing Legal Education Program, conducting more than 100 programs annually on a wide range of legal and procedural subjects. JIJ's training programs have helped the judiciary build their institutional capacities while keeping them abreast of new developments in Jordanian and international law standards.

Sustainable Impact: As an enhanced and effective educational institute, JIJ will continue to provide the judiciary with the tools to stay competitive, competent, transparent, and impartial.

- Assisted the MOJ in creating and administering a merit-based Future Judges Program (FJP) that encourages the best and brightest students to study for undergraduate and graduate law degrees in Jordanian, U.K. and U.S. universities with a commitment to serve in the judiciary as judges. The program has resulted in a significant increase of women as students and future judges.

Sustainable Impact: In addition to improving the overall quality of judges, Jordan can continue to anticipate an increasingly balanced gender-ratio of judges in its courts.

- Parlayed the Judicial Authority's commitment for judicial reform and supported the JC in promulgating a landmark guide for strengthening and advancing judicial independence, the Judicial Authority, the Strategy of Building 2012–2014. ROLP also assisted the JC in implementing the recommendations contained in the Strategy.

Sustainable Impact: Creation of the Strategy provides the JC with a blueprint for all judicial activities and empowers the JC to institutionalize new processes and embrace their role as decision makers, communicators, and purveyors of positive and long-lasting change.

- Built consensus and support from the Council of Ministers to endorse regulations to establish the JC Administrative Units (AUs). The AUs provide the framework to institutionalize JC's work and enable the JC to function as an independent decision-making body. Jordanian courts now benefit from improved administrative, legal, management, and other support services.

Sustainable Impact: A stronger and more effective judicial administration that further promotes the JC's independence and paves the way for improved strategic planning and a long-term commitment to increased transparency and accountability.

Project Snapshot

IMPLEMENTATION:
Tetra Tech DPK

DURATION:
December 2008–
November 2013

FUNDING:
\$21.25 Million

BENEFICIARIES:
Justice Sector
Stakeholders and Civil
Society

COVERAGE:
Across the Kingdom

OBJECTIVE 2: EXPANDED ACCESS TO JUSTICE, RULE OF LAW AND PUBLIC AWARENESS OF THE RULE OF LAW

- Provided grants to Jordanian civil society organizations (CSOs) that have directly impacted over 12,000 Jordanians, primarily women and youth, in 37 communities across Jordan. The programs have helped increase awareness of the role of CSOs and the media in educating society and providing objective monitoring over the judiciary.

Sustainable Impact: The increased participation of CSOs in the legislative process will advance public confidence in the judiciary and promote transparency and accountability.

- Conducted a study on public awareness of judicial functioning, access to court services, access to information, and access to legal counsel.

Sustainable Impact: The recommendations of the study will be key to developing an overall framework and strategy to improve the public's access to justice in Jordan.

OBJECTIVE 3: ENHANCED JUDICIAL PERFORMANCE TO REDUCE DELAYS AND INCREASE PUBLIC CONFIDENCE

- Developed and enhanced a customized Arabic language case management system (Mizan/Mizan 2) and automated all 74 courts throughout Jordan, representing 100 percent of the national caseload including 44 conciliation courts, 19 first instance courts, 5 appeals courts, 3 special high courts in Amman, and 3 juvenile courts.

Sustainable Impact: Availability of a central and comprehensive reporting system will enable judicial officials and decision makers to readily access important information supporting more efficient case management and processing and accessing data to better prepare for future strategic planning.

- Provided the necessary legal framework and administrative directives to establish the Technical Office (TO) at Amman's Cassation Court and as a result created a reliable institution that has efficiently and effectively provided Jordan's highest court with legal, technical, and administrative support. Cases that used to take up to two years to be distributed to judges now reach final judgment within 30–40 days.

Sustainable Impact: With well-established operational protocols, and as a standard of proven efficiency and excellence, the successful TO model will serve as a model for a technical office at the Amman Appeals Court, the largest and busiest of Jordan's three regional appellate courts. In time, the other appellate courts may adopt this same model.

- Supported and started implementing the recommendations of the Final Report of the Execution of Judgments—Gap Analysis 2012 and reduced case delays of judgments and execution of judgments at the Zarqa and West Amman courts and their respective public prosecution offices. Case storage, information access, and space needs were addressed and significantly improved.

Sustainable Impact: Created models of a more efficient, and user-friendly execution of civil and criminal judgments process, which enhances judicial performance and increases public perception and confidence in the judiciary.

- Conducted anti-corruption centered trainings and a related study tour to the United States for ten Jordanian judges and prosecutors. The study tour group studied various models of prosecution-based anti-corruption initiatives at various locations in the United States and engaged with 24 professionals representing 17 distinct legal institutions over the course of 10 days.

Sustainable Impact: With the insight and knowledge gained from the study tour, Jordanian judicial and prosecutorial leadership are better positioned and motivated to form concrete ideas on how to move forward to develop more sophisticated anti-corruption strategies in Jordan.

- Upgraded the prosecution-related offices at the West Amman, Aqaba, and Zarqa courts and to the Amman Chief Prosecutor General's Offices and the AG's Offices at the Amman Palace of Justice. Judges and prosecutors also received training in requested topics including crime scene management and forensics, investigative skills and case building for prosecutors, financial crimes, anti-corruption, and human trafficking.

Sustainable Impact: The exposure to, and understanding of, prosecution-led anti-corruption efforts and further trainings in "areas of concern" will help chart a path towards increased and sustained public confidence in the judiciary and in government as a whole. Stronger investigative skills and enhanced professionalism will also promote career advancement.

- Developed an Information Technology (IT) Needs Assessment Report to assess the judiciary's overall IT and automation status and needs and to help the MOJ develop a long-term strategic plan for IT enhancement.

Sustainable Impact: The findings and recommendations of this report will contribute to an improved understanding of the current IT capacities and long-term needs of the courts and of the MOJ. It serves a blue print for future MOJ led activities in maintaining and further developing the system.

ROLP ACTIVITY AT A GLANCE



ROLP'S ACTIVITIES AT A GLANCE ¹

I. SUPPORT THE JUDICIAL COUNCIL TO ENHANCE JUDICIAL INDEPENDENCE

A primary obstacle to achieving greater judicial independence was the lack of capacity for self-administration and transparency within the judiciary itself. ROLP's activities under this area promoted greater empowerment of the judicial institutions while enhancing the transparency of operations within the Judicial Council (JC) to allow public access and understanding and at the same time building confidence within the judiciary in its ability to manage its own affairs. A key step in the progress towards this independence occurred in 2010 when the MOJ and the JC endorsed the JC Administrative Units (AU) Regulation of 2010. This regulation provided the legal framework to allow the creation of administrative units within the JC that enabled it to better administer judges' affairs, plan and provide judicial training and specialization programs, and carry through with development, planning, and reporting functions. ROLP assisted JC in employing this regulation according to the Jordanian judiciary's special requirements and customized regional and international best practices of similar administrative offices. ROLP developed organizational and staffing plans, job descriptions, and business processes. The Program also championed system automation and provided training, mentoring, and support to the units to help them become fully operational.

Below is a review of some of the support and work undertaken by ROLP to strengthen the judiciary's institutional capacity and administrative independence:

ACHIEVEMENT HIGHLIGHTS

- Helped the judiciary develop and adopt a new strategic document Judicial Authority, the Strategy of Building 2012–2014. The Strategy defines a pathway towards judicial development and reform (facilitated by the participation of judicial stakeholders) and outlines the direction and goals to be achieved to strengthen the independence, transparency, efficiency and accountability of Jordan's judiciary.
- Adopted a participatory approach in preparing the Strategy and involved the largest possible number of judges in the decision-making process. This fostered ownership and empowered the judiciary to create an environment conducive to positive judicial reform, accountability and sustainability.
- Supported the creation of JC's AUs and enhanced judicial independence and judicial institutionalization. Through the AUs, the JC is better able to independently and effectively manage the judiciary's affairs and maintain a high level of judicial performance and user satisfaction.
- Assisted the JC in developing the JC Annual Reports for 2011 and 2012. The reports are structured on the six pillars of the Strategy and provide the JC and the public at large with a transparent reporting system highlighting activities, responsibilities, and future performance expectations. Continued inclusion and commitment from relevant stakeholders in the process enhances communication and improves accountability.
- Developed a Continuous Annual Training Plan for the judiciary. The Plan offers a strategic and coordinated approach to meeting the most critical and current capacity building needs of judges with the overall goal of improving judicial professionalism, effectiveness, and quality of justice.
- Supported the JC in its preparation of the Cassation Court's Quarterly Judgment Gazette. The first of

¹ For convenience, the five years of ROLP, which began on December 1, 2008 and continued through November 30, 2013, are chronologically referred to as Y1, Y2, through Y5.

its kind, the Gazette provides judges, prosecutors, and lawyers with ready access to the highest court's civil and criminal rulings. This newly developed reference tool supports the development of a stronger and more effective appellate jurisprudence in Jordan.

A. ESTABLISHMENT OF ADMINISTRATIVE UNITS



In Y1, ROLP held several meetings with the newly appointed Chief Justice and introduced him to ROLP's new objectives. In March 2009, international consultants William Davis and Laurel Beeler met with the Minister of Justice to provide him with information on the organizational structure and legal framework of the U.S. Federal Prosecutor's Office, which would serve as a point of reference in the development of Jordan's judicial administration. Mr. Davis also met with the JC to prepare them for an April 2009 U.S. study tour.

A delegation from the Jordanian judiciary, including the Chief Justice, two members of the JC, and senior judges from the Cassation and High Courts participated in the study tour. The participants visited several institutions, including California State Courts, the 9th Circuit Federal Court, the California Judicial Council, and the U.S. Federal Prosecutor's Office. Through the visits, participants viewed practical applications of mediation and other alternative dispute resolution mechanisms, judicial programs related to judicial specialization, legal research and statistical analysis, capabilities of courts, strategic planning and management of judicial affairs, judicial case management, and programs at the Center for Judicial Education. ROLP geared up to assist the JC in developing and implementing similar administrative units and functions to those observed on the trip to enhance the Jordanian judiciary. ROLP followed up the study tour with meetings with the Chief Justice to define next steps for strengthening JC's administrative capacity as well as creating a technical office of the Cassation Court. The Chief Justice postponed start-up of any activities until resolution of pending regulations that were necessary for implementation of these new institutions.

In October 2009, His Majesty King Abdullah II appointed a new Chief Justice. His Majesty expressed support to improve the independence of the judiciary and to ensure a legal environment that enhances the sovereignty and impartiality of the law. He also encouraged the formulation of a judicial reform plan. In the same month, ROLP held an introductory meeting with the new Chief Justice and discussed ROLP objectives to strengthen the JC's administrative capacity. During the following year (Y2), ROLP conducted further strategic planning meetings with the judicial leadership to plan for initiation and next steps to strengthen JC's administrative capacity.

To promote an independent and empowered judiciary while also increasing its transparency and accountability, ROLP expended considerable effort in assisting the JC to draft and implement the JCAUs Regulation of 2010. As described more fully below, ROLP helped to develop automated tools for the Judges Affairs' Unit (JAU) and provided assistance in engineering its work processes.

To assist the JC in the implementation of the new 2010 Judicial Council AUs Regulations, ROLP worked with JC to create and launch its three AUs: 1) the Judges Affairs Unit; 2) the Strategic Planning and Reporting Unit, and 3) the Training and Specialization Unit. A Media and Communications Unit was also implemented as a section of the Strategic Planning and Reporting Unit. These units were designed to provide a much-needed administrative structure for the JC and now provide human resources management and record keeping for judges.

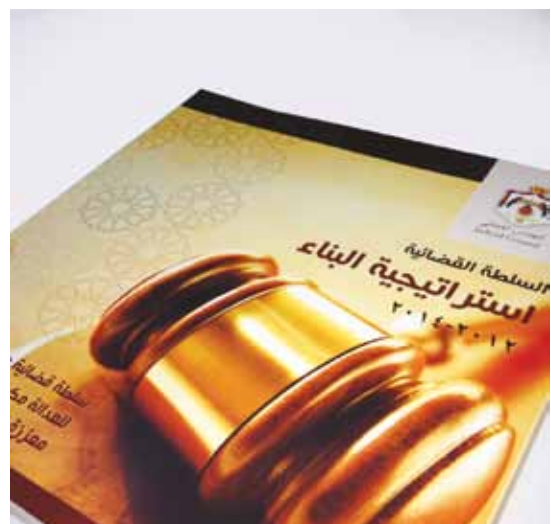
Next, the Program and the counterparts in the JC took the first steps required to establish the units, timelines, and needed resources from both ROLP and JC. Three judges and three staff were appointed to the AU team to implement the plan. During Y3 preparations began to renovate and procure office space and equipment in the New Palace of Justice for the AUs. The team held a workshop for all appointed judges and support staff to present the action plan and distribute tasks based on the Judge's approved plan. The primary outcome of the workshop was the adoption of amendments to the JC's AU bylaws allowing for more effective operations of the AUs.

ROLP's assistance to the AU included support to renovate their department, update offices and meeting rooms, and procure needed office equipment and computers. ROLP also contracted consultants to develop an organizational structure for the AUs and define job descriptions for each unit and employee. Processes were developed to organize and distribute the AU's workload. In addition, ROLP helped the Strategic Planning Unit to design a JC Annual Report, develop a 2012 AU Action Plan, and prepare a questionnaire and a statistical survey to establish Key Performance Indicators (KPIs) for the AUs. ROLP further supported the development of the AUs by providing significant contributions to the JC to plan the development of a landmark Judicial Authority strategy.

ROLP continued in Y3 to help the JC's AUs and accomplished a number of key steps. These included: 1) proposing a detailed organizational structure for JC's AUs with job descriptions for each unit and its employees; 2) providing assistance in developing processes and procedures for the AUs; 3) developing procedures for new units and an operational manual containing all the processes of the AUs and the JC; and 4) analyzing the JC's annual reports from 2006–2010 with a statistical specialist to develop KPIs. These new KPIs were created to help decision makers plan, assess court needs, pinpoint judges' caseloads, and identify judicial process bottlenecks. Next, ROLP helped conduct a courts needs assessment workshop to introduce the AU heads to relevant stakeholders, encourage the concept of a participatory approach and launch the development of a JC strategic plan. This workshop also assisted the JC's Strategic Planning Unit to develop a draft 2012 JC Annual Report and develop 2012 action plans for each of the AUs.

B. STRATEGIC PLANNING

During Y1, the MOJ requested ROLP's assistance to develop a Judicial Strategic Plan for the next several years. In Y2 ROLP worked with the MOJ to develop the Judicial Strategic Plan (JUST). The Minister of Justice and the Chief Justice introduced and launched the Strategic Plan to His Majesty King Abdullah II and to 1,700 conference attendees at the Second Judicial Conference in February 2010. This Plan identified specific actions to be taken to fundamentally alter the structure of some components of the judicial system. The stated goals of the strategy were to enhance the independence of the judiciary as well as of individual judges, improve transparency, reduce litigation time, improve the quality of judgments, attract better qualified judges and court staff, and improve court infrastructures and services provided to court users.



Following the development of the JUST plan, the next key step in long range judicial planning came during Y3. In September 2011, in cooperation with the JC's Strategic Planning Unit, ROLP held a needs assessment workshop for all relevant judicial stakeholders. ROLP provided support to the JC to develop and publish their first official periodical, develop and enhance their website, and organize numerous workshops necessary to carry the JC's work forward. ROLP sponsored JC-led workshops at the end of Y3, which included Strategic Planning, Ethical Conduct and Courtroom Procedures, Strategic Development Planning, and Administrative Judiciary and Judicial Independence Law.

Also during Y3, ROLP contracted a strategic planning instructor to build the capacity of the Strategic Planning Unit staff to prepare the long anticipated new strategy for the Judicial Authority. A five-day strategic planning training was held for the JCAU. The training concentrated on strategic planning elements and provided coaching and technical assistance to help the AU staff to produce their first independent Judicial Authority strategy. A JC strategic planning training workshop, held in October of Y3, represented a major step in the development of the strategy. Prior to the workshop, participants were surveyed on their views on the vision, mission, and pillars of the JC strategic plan for the following three years, 2012–2014. The feedback was used as a springboard for meaningful discussion. Workshop participants (including the Chief Justice, JC members, and chief judges of courts) produced a new vision, mission, and identified the key concept pillars of the strategy with a clear directive to the AU to draft a detailed strategy. The participants developed two questionnaires regarding judicial independence and the administrative judiciary, which were then distributed to all Kingdom judges to seek further inputs. The ROLP team began working closely with the AU staff and judges to finalize strategic objectives, activities, performance indicators and the first draft of the strategy document. The ROLP team and AU staff and judges finalized the first draft of the Judicial Strategy 2012–2014, which was submitted to the Chief Justice for his review and remarks. The strategy included historical background, legal framework, institutional framework, SWOT (strengths, weaknesses, opportunities, threats) analysis, vision and mission, main pillars and objectives, major programs and activities, and performance indicators. In addition, the ROLP team began working with the AU on the 2012 implementation plan, which included activities, timelines, and performance indicators.

In Y4, the ROLP team and the AUs finalized and submitted the *Judicial Authority, the Strategy of Building 2012–2014*. Upon approval, 2,500 copies were printed and delivered to the AU for distribution throughout the justice sector. Versions in Arabic and English were posted on JC's website. Soon thereafter, operational plans consistent with the pillars of the Strategic Plan and including a timeline for implementation were submitted to the Chief Justice for future implementation.

C. MEDIA AND COMMUNICATIONS OFFICE AND REPORTING

ROLP supported the establishment of a Media and Communications Office within the Strategic Planning and Reporting Unit. This office was located at the Cassation Court in support of its activities. The Chief Justice appointed three staff members to the office who underwent training during the Spring of Y5. ROLP assisted JC's Media and Communications office to prepare a communications strategy and develop tools to facilitate the public's understanding of the judiciary. The strategy identified the following main objectives: develop JC's institutional capacity in media and communication; enhance the JC's internal and external communications; educate the public on the JC's role and facilitate the public's access to the judiciary; enhance the relationship between the judiciary and the media and empower the media to cover justice related issues; and strengthen the relationship between the JC and civil society organizations that are engaged in judiciary related issues. ROLP provided a consultant to help JC's media team develop activities under the Justice Strategy's sixth pillar, "participating in enhancing public confidence in the rule of law." The specific activities and results of the Media and Communications Unit are presented below.

ROLP engaged the Center for Defending Freedom of Journalists (CDFJ) as a grantee to provide institutional strengthening to the JC's Media and Communications Office.² CDFJ undertook the training of the office's

2 See Section 7.A. "Grants Program: Focus on Children's Rights and Access to Justice" for more details on the grant to CDFJ.

three staff members and the overall development of the office during Y5. The staff training coincided with the provision and furnishing of new office space at the Cassation Court for the office and involved techniques in judicial news monitoring, report writing, and tutorials on effective communication.

As the objective of CDFJ's grant was to improve the information flow and relations between the judiciary and the media, CDFJ worked with the JC and judges to develop specific policies and protocols to better interact with the media and to enhance the Judiciary's public outreach. Activities under the grant included: 1) conducted a training workshop for judges on media relations and communications; 2) conducted a training workshop for journalists on covering courts and the judiciary; 3) established a media office at the judiciary; 4) created an organizational structure for the media and communications office within the judiciary; 5) conducted in-house on-the-job training and mentoring for office media staff; 6) facilitated court visits for journalists; 7) held an exchange meeting between judges and journalists; and 8) drafted a protocol for media accreditation (approval pending).

Majalit Al Qada



ROLP contracted a media expert to work with JC's Media and Communication Unit and Future Judges Program (FJP) to produce the first edition of the judiciary magazine *Majalit Al Qada*. ROLP helped JC launch its first official periodical in October 2011 with 2,500 copies printed and distributed to justice related institutions. The second issue was finalized and distributed in the beginning of 2012. The periodical is part of JC's work plan and efforts to increase their outreach.

Judicial Council Website

The ROLP team and AU's Media and Communications staff worked on developing and launching a new JC website. The website opened on July 1, 2012 and is available in both Arabic and English. Some of the features of the JC's new website include public interactive areas for user surveys and polling, a judges' login area providing secure communications within the judiciary, locations of courts, links to *Majalit al Qada*, and online interactive forms for user feedback and testimonials. Since its launch, thousands of visits have been recorded—there were 4,318 visits just in the first month. 95,809 visits were recorded during its first year.

ROLP staff took steps to insure capacity building to maintain the best use of the website. One-on-one training for judges and the staff responsible for the website's maintenance was provided. ROLP staff continued to coach and monitor AU's staff to insure proper upkeep and updating.

Judicial Council Annual Reports

In Y4, in coordination with the office of the Chief Justice, ROLP assisted the AU in preparing the 2011 JC Annual Report. The following year, the 2012 JC Annual Report was drafted and published. Both reports are structured on the six pillars outlined in the Judicial Strategy 2012–2014. In addition to highlighting the years' judicial achievements, the reports provide a summary of activities including a full statistical analysis of courts' workload and projections and an analysis of caseloads, projects, and programs for the coming year. To maintain sustainability and build the AUs' capacity, ROLP developed a database for the AU and created a user-friendly tool to generate accurate court statistics for future reporting. These communication tools will contribute to greater visibility, transparency, and accountability of the judicial branch and promote an image of professionalism.



Cassation Court's Quarterly Judgment Gazette

During Y4, ROLP began working with the JC to prepare the content of the Cassation Court's Quarterly Judgment Gazette, a proposed new quarterly publication of civil and criminal rulings. The first edition of the Judgment Gazette was published during Y5. In addition to increasing transparency of judicial operations, the Gazette will have the benefit of increasing the uniformity, quality, and predictability of judicial decision-making and thereby enhance public confidence in the judiciary.

In the first quarter of Y5, ROLP sponsored the procurement of 320 legal texts for the Cassation Court's Legal Library. The new legal texts will enrich the court's library and provide judges with additional tools to enhance their legal research capacities.

D. TRAINING



In order to assist the Training and Specialization Unit to better track each judges trainings and to better organize for future trainings and participant selection, ROLP team began building a judges database that will record all trainings received by each judge. With the support of ROLP, the JC's Training and Specialization Unit has provided training for all new judges in areas such as procedural and evidence laws; encouraged judges to contribute to the legislative process, particularly in laws and regulations related to the judiciary; and provided training to enhance the IT and English language skills of judges. ROLP contributed to strengthening the capacity of judicial professionals through technical assistance to the Judicial Institute of Jordan (JIJ) and other assistance. Continuing this commitment, during Y4–5, ROLP supported the AU Training and Specialization Unit in developing an Annual Continuous Training Plan for the Judiciary. The Plan offers a strategic and coordinated approach to meeting the most critical, current capacity-building needs of judges with the overall goal of improving judicial professionalism, effectiveness, and quality of justice. This effort was highlighted by a workshop to develop an annual continuous training plan for the judiciary. With input from AU judges, the plan was developed based on the needs of judges from all courts, public prosecutors, and other judicial departments. Implementation and funding was provided by the JIJ and MOJ. Below are examples of the ROLP supported and sponsored trainings for judges.³

- Ethical conduct and courtroom procedures training for 80 newly appointed judges. A Cassation Court judge facilitated the workshop and national judges presented all the lectures. The training focused on three key areas: fair trials, relations between judges and attorneys, and training.
- Two-day workshop entitled “The Administrative Judiciary.” Based on the recommendations stemming from the workshop, the JC prepared an initial draft of a new administrative judiciary law compatible with constitutional amendments.

³ See Appendix V for a listing of the ROLP supported trainings and workshops. Appendices III and IV identify the training consultants employed for trainings and workshops.

- English language courses were offered for to a variety of ROLP counterparts over the course of nearly three years and will continue until the very end of the project.⁴
- Criminal procedures workshop to consider and debate a proposed set of legal articles to be added to the Criminal Procedure Code relating to alternative penalties.
- Workshop for 80 newly appointed judges to improve their capacity to control courtroom procedures with proper conduct.
- Specialized training topics geared towards improving the capacity of Jordan's prosecutors. These training sessions were coordinated with the European Union (EU) criminal justice improvement project. Prosecution training is more fully discussed in the section 6.C. on Prosecution Service Support.
- In conjunction with the AU and the USAID/International Foundation for Electoral Systems (IFES) electoral support project – an elections law training for first instance judges and appellate judges to litigate challenges to the elections processes and results during the upcoming January 2013 elections. This activity is described in section 8.D. on Partnership with Other Justice Sector Entities.

E. LEGISLATIVE INITIATIVES

- As part of its commitment of support to the JC and its activities, ROLP supported the efforts of the JC in proposing legislation to improve and advance court efficiency and improve court structure. Such legislative activities included the following:
- **Judicial Independence Law and Administrative Courts Law.** During Y4, ROLP sponsored several legislation development workshops that dealt with legislative proposals for amending and changing the Judicial Independence Law and the Administrative Courts Law. Proposals remain under consideration by the Chief Justice.
- **Case Delay.** To address concerns regarding case delay, ROLP sponsored workshops resulting in legislative amendment proposals to the Enforcement Law, Criminal Procedure Law, and Civil Procedure Law. Action on the proposals is still pending. In addition, ROLP supported proposals for changes to certain administrative procedures to help address case delay..
- **Alternative Sentencing.** ROLP sponsored another set of workshops to provide inputs to the proposed amendments to the Criminal Procedures Law, particularly those related to alternative sentencing. Judge Nashat, head of the Specialization and Training Unit, facilitated the sessions. Attendees prepared presentations with alternative sentencing solutions implemented in regional and international countries and discussed their practicality in Jordan. ROLP's Chief of Party (COP) presented an overview of sentencing alternatives utilized in jurisdictions in the United States and answered questions during the course of the workshop. The attendees discussed various types of alternative sentencing.

F. AUTOMATION ACTIVITIES

A key step in assisting the JC to implement the JCAUs Regulation of 2010 was ROLP's commitment to provide automated tools for the Judges Affairs' Unit (JAU) and engineer its work processes. ROLP staff collected data to document current processes, procedures, and work forms necessary to the department's activities and carried out an analysis of the roles and responsibilities of the existing unit to define the requirements for an automated database of information (e.g., training, assignments, career paths) related to judges. After gathering all needed inputs, a new system requirements analysis was completed resulting in the development of an

⁴ ROLP provided English language training as follows: Staff of the Anti-Corruption Commission from September 2012 until July 2013 (47 students); Jordan University Law Students from November 2012 through November 2013 (174 students); and Ministry of Justice staff and Judges from April 2011 until October 2013 (239 students).

automated structure. ROLP then procured services to design and build the automated system—the Judges’ Affairs System.

Enhancements to the Judges’ Affairs System allows the JAU to be integrated with the JJJ Diploma and Registration database to track and record administrative data for judges and their training courses and workshops. The enhancements also integrate the Judges’ Affairs System with their already-existing MOJ payroll system. This application provides an information stream that is a great help to the newly developed AUs.

2. STRENGTHENING COURTS

The Cassation Court is the highest court in the Kingdom and as such, its operations and management set the standard for the entire judiciary. Judicial authorities and ROLP personnel recognized that this important court could benefit from improvements to its operations and case management.

Case processing and rendering of decisions was inefficient, often taking years for appeals to reach judgment. To strengthen the litigation procedures of the Court of Cassation, the MOJ and the JC endorsed the Cassation Court Technical Office Regulation of 2010 and ROLP assisted the Court of Cassation to create a Technical Office (TO) that follows regional and international models and best practices and provides legal research and administrative support services to each Cassation Court panel. TO legal teams research legislation, precedents, subject matter, and the jurisprudence of cases submitted to the court. The TO’s operations reduced the time for cases awaiting appeal in the final appellate court to reach decision.

In support of a sustainable TO, and to strengthen the legal research capabilities of judges, ROLP assisted with the development of the *Cassation Court’s Quarterly Judgment Gazette* and procurement of legal texts for the Cassation Court Legal Library. The first of its kind, the *Gazette* and subsequent editions serve as a valuable reference tool for judges, prosecutors, and lawyers needing to gain access to the court’s civil and criminal rulings. Both the *Gazette* and the Legal Library support stronger and more effective appellate jurisprudence in Jordan. As a testament to the success of the Cassation Court TO, USAID and others began exploring the feasibility of establishing another TO for the Amman Appeals Court, the largest and busiest of Jordan’s three regional appellate courts. ROLP conducted an operations assessment at the Amman Court of Appeals to assess the viability of establishing a TO there and at the other two appellate courts in Jordan and to recommend overall process improvements. The GOJ also asked ROLP to coordinate and provide expertise and logistical support for the establishment of the newly mandated Constitutional Court.

Below is a review of some of the support and work undertaken by ROLP to strengthen Jordan’s courts.

ACHIEVEMENT HIGHLIGHTS

- Built consensus and developed the necessary legal framework to support the establishment of a TO of the Cassation Court by supporting and encouraging the promulgation of regulations (Cassation Court Technical Office Regulation of 2010) and administrative directives.
- Conducted an operations assessment for one of the largest and busiest courts—the Amman Court of Appeals—to assess the viability of establishing a TO there and to recommend overall process improvements.
- Established the TO, which led to reduced case processing times, resolved inconsistencies in legal precedents, and archived decisions and judgments.

- Provided the TO with *Al Qustas*, a comprehensive Jordanian/Arab legal database.
- Developed the Cassation Court Quarterly Judgment Gazette—a first of its kind publication that serves as a valuable reference for judges, prosecutors, and lawyers needing to gain ready access to the court’s civil and criminal rulings.
- Supported basic legislative development and expertise towards the creation of the Constitutional Court.

A. CASSATION COURT’S TECHNICAL OFFICE



During Y2 of the project, the Minister of Justice asked ROLP to assist the MOJ to implement recently enacted regulations and temporary laws including the Cassation Court Technical Office Regulation of 2010. In response to the MOJ’s request, ROLP became involved in implementing the necessary legal framework through advancing regulations (Technical Office Regulation of 2010) and administrative directives to support the establishment of a Technical Office (TO) of the Cassation Court. In addition to the legal basis, ROLP provided needed office equipment, computers, access to the authoritative legal reference database *Al Qustas*, desks, and training for personnel. The training was supplemented by an informative study tour to Egypt. The TO, consisting of four judges, seven legal research assistants, and administrative support, launched its work during Y3. The TO manages the intake of all cases brought to the Cassation Court. The TO judges and legal assistants organize, screen, evaluate, research, and thoroughly prepare cases prior to distribution to the judges. The Court renders a decision on the merits and drafts the judgment, at which point the file is returned to the TO. The TO conducts a final review and edit of the judgment and summary prior to filing. After just one year of operations, the TO had a significant and positive impact on the delivery of justice by the Cassation Court in Jordan. Cases reached final judgment quickly and backlogs were eliminated. In addition, the TO prepared a handbook setting forth procedurally the steps necessary for challenging appellate courts’ decisions in the Cassation Court. The development of a more consistent and uniform jurisprudence enhances citizen respect and confidence in the judiciary as a whole.

During its relatively short existence, the TO achieved several significant results:

1. Screened and reviewed at intake 390 civil cases presented before the Cassation Court. One hundred and ninety-five cases were rejected for a variety of technical or legal reasons. Identifying such cases at the early stage led to overall efficiencies in case flow. A major effect of the TO work at intake is the reduced time in which cases are assigned and distributed to the judges. Due to a large backlog, cases previously took up to two years before distribution to judges. The TO now distributes cases to the judges within 30–40 days (2011 Annual Report of the TO).
2. Conducted legal research on 72 cases at the request of the Cassation Court. Routinely, the TO prepares a memorandum that is sent to the judges. Some cases are closely related, containing similar legal issues. With such cases, the TO provides legal research to identify legal precedents and to resolve inconsistencies and create a more unified Kingdom-wide appellate jurisprudence.

3. Provides the Cassation Court with Jordanian precedents, updates in regional legal developments, and legislative changes.
4. Disseminates decisions and judgments issued by the General Judicial Panel of the Cassation Court containing precedent-setting judgments for courts in addition to publishing judgments in the Judicial Journal. General Panel decisions previously were distributed via fax whereas they are now available on the JC's website. Additionally, publication in law schools and the JC Newsletter/Magazine effectively broadcasts Cassation Court judgments.
5. Archives all judgments issued by the Cassation Court.
6. Collects all legal texts and precedents issued by the Cassation Court regarding the requirements for filing an appeal.

The TO was established with sustainability in mind. The Director of the TO provided strong leadership during the first year of operations. These positive early thrusts can be credited with the TO's current success and independence: the TO now operates without financial or material support from ROLP. Early on, a training plan was instituted for all TO personnel along with well-established operational protocols to continue carrying out the TO's work effectively. Further achievements of the TO included:

1. Preparation of a template and standardized letters to be attached to a legal file when an appeal is rejected by the TO. This provides the panels with the reasons for the rejection or dismissal. The file is then sent to the appropriate judges of the Cassation Court for further consideration. This system has proven to be efficient, shortening the duration of litigation. As noted, in 2011 alone, nearly 200 cases were efficiently disposed of in this way.
2. Issuance of internal guidelines and instructions concerning the operations and administration of the TO.
3. Research on a variety of laws in the Arab world to assist in preparing the draft Judicial Independence Law, which was sent to the Government for enactment. This demonstrates the confidence that the JC has in the TO as a reliable institution.

During the project's final two years, additional judges were assigned to continue to strengthen the TO. ROLP continued with its support and the TO grew. The Program procured low cost equipment to accommodate the additional staff and enhance the working conditions at the Court. Significantly, towards the end of Y5, the judicial leadership decided on another expansion. One of ROLP's final activities was to assist in this by providing some material support.

With Program support the first issue of the *Quarterly Cassation Court Judgment Gazette* (noted in section I.C. of this Report) was launched. This quarterly publication is an invaluable resource and reference tool containing the highest court criminal and civil rulings and is considered a landmark achievement with significant benefits for Jordan's justice sector. It provides lawyers, prosecutors, and judges with ready access to highest court decisions and immediate guidance. During Y5 ROLP was asked to procure legal texts for the Cassation Court's Legal Library. ROLP acquired 320 legal texts for the Cassation Court. The new legal texts further enrich the court's library and provide judges with additional tools to enhance their legal research capacities.

B. AMMAN APPEALS COURT

Following the success of ROLP's assistance in establishing the Cassation Court's TO, ROLP identified and hired a local consultant to assess the viability of establishing a TO at the Amman Court of Appeals and to recommend overall process improvements. The Amman Appeals Court is a highly active judicial institution

with considerable administrative challenges. The effort aimed to emulate the benefits and positive impact gained by the TO at the Cassation Court, which, among other outcomes, reduced case processing times, resolved inconsistencies in legal precedents, and disseminated and archived decisions and judgments. The assessment addressed the status of the Amman Appeals Court and its caseload and procedures, defined shortcomings, and developed recommendations to improve the efficiency and effectiveness of the Court. Included in this report were the following recommendations:

- Legislative reforms to the appellate process are necessary. Judicial leadership should conduct an in-depth analysis of needed and achievable legislative change.
- Review the entire organizational structure of the appeals court and clarify job descriptions and relationships between the departments.
- Review human resource needs, training programs, and incentive methods.
- Simplify and streamline work processes and promote further use of case management tools.
- Upgrade necessary equipment and furniture and develop software as needed.
- Commence the planning of a Technical Office for the Amman Appeals Court along the lines of the operation in the Court of Appeals and develop the necessary legislative and regulatory framework to support such an effort.

ROLP also provided material support to the Amman Appeals Court including IT equipment and needed furniture.

C. FIRST INSTANCE COURTS

In consultation with the MOJ, ROLP identified certain procedures and practices in the courts that could benefit from streamlining, process improvement, and material support. The North Amman Court was chosen as a pilot court for this activity to develop recommendations for court strengthening around the Kingdom.

North Amman Court

During Y2–3 ROLP and the MOJ targeted the North Amman Court for attention and support. ROLP engaged a local process reengineering consultant, Eco Consult, to assist in developing ideas to improve case flow and to address space and file retention issues. An assessment of the current storage practices and space allocation in the court was launched which included site visits not only to the North Amman Court but to other courts as well. According to the North Amman Court Chief Judge Waleed Kanakrieh, the deteriorating state of the storage facility at the courts causes delayed justice. The ROLP team met with Eco Consult and MOJ representatives and discussed the courts' archiving systems policies and file retention and destruction processes. A work-group was formed with representatives from the North Amman Court and the MOJ to conduct a series of brainstorming sessions to develop policies and regulations that govern file retention and destruction policies in the courts. Soon thereafter, a comprehensive report was completed, which recommended policies and reengineering procedures designed to improve file security and the integrity of court records, improve efficiency, and reduce delay. This approach resulted in the court taking steps to improve the work of the registration department. Along with the process modifications, ROLP provided renovation⁵ and redesign of the court's registry offices as well as providing upgraded equipment. ROLP also helped to institute a new tracking system for the cases and built a new archive for closed criminal cases. The new file tracking and file movement processes were also implemented as part of this pilot program in the North Amman Court.

⁵ See Appendix II.

Execution of Judgment Related Upgrades

The challenge of improving the execution of judgment processes is treated separately in this Report in section 5 on strengthening justice sector functions.

D. CONSTITUTIONAL COURT

As mandated by constitutional amendments enacted in 2011, the GOJ undertook to provide support to the development of Jordan's Constitutional Court. Early in Y4 the GOJ requested ROLP's assistance with technical expertise to develop legislation for this new institution. Accordingly, ROLP provided the assistance of an international judge, The Honorable Robert Carolan, who was an international jurist on the Constitutional Court of Kosovo. At the time, the Constitutional Court of Kosovo was the world's newest Constitutional Court. As part of his consultancy, Judge Carolan met with government officials including the Minister of Justice, the Minister of State for Prime Ministry Affairs and Legislation, the head of the Legislation and Opinion Bureau (LOB), and the Chief Justice. In meetings and conversations, Judge Carolan and participants discussed and critiqued draft law proposals and reviewed key issues such as selection processes, terms of service, and the process of getting an issue before the court for its review.

At a roundtable discussion hosted by the USAID-funded National Democratic Institute, Judge Carolan met with 19 parliamentarians and civil society members interested in the constitutional court issue. Parallel to these efforts, the French Government also provided the GOJ with expertise on the matter of constitutional court development.

3. UPGRADE AND STREAMLINE COURT SERVICES

During Y1–2 and building on the accomplishments of the MASAQ court modernization focus, ROLP addressed developing professional case management and court administration systems, reforming procedural codes, enhancing the specialization of the judiciary, and expanding the use of mediation as an alternative to court proceedings. Delays in processing cases and enforcing judgments—along with the inability of the judiciary to handle complex cases—had eroded public confidence in the justice system. ROLP built upon prior achievements implementing USAID investments in court automation (particularly the *Mizan* and *Mizan 2* case management system)⁶, institutional development, mediation, and strengthening judicial skills and qualifications to enhance judicial performance and bolster public confidence in its capacity to handle all types of cases.

ROLP helped the MOJ to increase operational efficiencies by identifying court business processes and operations that could be streamlined. The Program worked to reduce administrative complexities within the courts, simplify workflows and reduce procedural steps and movement of documents. Court users filing cases, making payments, and receiving disbursements benefitted from the streamlined processes. The process of responding to judicial notices, court attendance, and retrieving information related to existing cases were also streamlined. The re-engineered business processes directly and positively impacted clerks' offices, case registration offices, courtrooms and judges' chambers.

Courts rely on the accuracy and completeness of case files and the continual updating of court action records. ROLP enhanced record management processes (indexing, filing, record retrieval, check-in and check-out processes, and transport and security of case files) by developing systemic storage of records and improving record destruction criteria and protocols. Processes involving inventory of evidence, material, and court supplies were also improved. In an even more effective business process upgrade, ROLP provided courts with computerized systems to modernize the administrative tools available to court staff and judges. This assures

⁶ See Appendix VI for an overview and description of the Mizan platform.

accuracy, efficiency, and transparency for Jordanian citizens seeking their rights in Jordan's courts.

The success of improved operational efficiencies and streamlined court business processes is critically dependent on strong administrative and managerial capacities in the courts. ROLP assisted the MOJ and the judiciary to create, train, and implement a new cadre of professional court administrators to assist chief judges in the administration of business processes and management of personnel in the courts. ROLP also developed a comprehensive training program based on the American Master's degree programs in Court Administration to strengthen the knowledge, skill set, and practical application of management principles for court administrators. Among the topics offered to court administrators were data information management, human resources management, effective communication, leadership, effective team building, strategic planning, performance monitoring and reporting, research and data evaluation, advanced case flow management, facilities planning and security, records management, leading organizational change, coaching and mentoring, creativity and innovation, and critical thinking skills.

ROLP's support to re-engineer procedures and processes in the courts and with the MOJ has resulted in efficient and transparent procedural case management and court administration systems. New procedures enhance both the efficiency and transparency of court operations to minimize delays and create new avenues for public oversight. ROLP's efforts also included helping the MOJ to reduce caseloads at courts by establishing mediation departments to resolve civil disputes outside courts. ROLP provided support to increase awareness and use of mediation as an alternative to court proceedings among judges, lawyers, and the public. ROLP also enhanced the quality of mediation by establishing standards for mediators and developing high quality mediation training programs within Jordan. ROLP also provided support for analysis, brainstorming, legislative drafting, and consensus building regarding legal framework amendments to procedures codes and laws. Set forth below is some of ROLP's support and a review of the work undertaken to upgrade and streamline court services through case management, court administration, and mediation and alternative dispute resolution.

ACHIEVEMENT HIGHLIGHTS

- Conducted a case survey to identify case complexity and delay factors and created a "quantitative case triaging system" to identify complex cases requiring special processing within the Case Management Department and non-complex cases that can be prepared for expedited hearing and judgment.
- Established a pilot program in the Amman Palace of Justice (the largest court in the Kingdom) for management of complex cases that combines the advantages of pretrial mediated settlement by the newly instituted Mediation Departments in the courts and introducing proactive judicial strategies for early and continuous control as performed in U.S. and German courts practicing judicial case management.
- Developed and piloted a file tracking system in the North Amman Court to identify the precise location of court files at any given time.
- Developed a Case Management Department Benchbook of uniform procedures based on local applications of best practice judicial and procedural recommendations from similar institutions in European civil law systems and U.S. common law systems. Provided training and consensus development with all case management department judges in the Kingdom on the bench-book and use of the case complexity triaging system.
- Developed consensus on the respective roles and responsibilities of Court Administrators and chief judges through workshops with 22 chief judges, 30 court administrators, and eight MOJ officials.
- Created a Practice Guide as a reference manual for Court Administrators on how to perform

functions delegated by the Chief Judges; the Practice Guide includes references on authorities, roles and responsibilities, recommended actions, and methods and practical tools for the execution of administrative duties.

- Created a comprehensive training curriculum for court administrators' core competencies and developed detailed lesson plans for the courses. The training curriculum was independently evaluated by the Michigan State University and meets their requirements for certification of U.S. court administrators.
- Developed and conducted sustainable mediation training programs to develop mediation skills of mediator judges and to increase referrals to mediation.
- Increased the number of cases referred to mediation from 499 in 2008 to 653 in 2009, an increase of 31 percent. The number of cases successfully resolved in mediation increased from 297 in 2008 to 434 in 2009, an increase of 46 percent.

A. CASE MANAGEMENT

To assist the MOJ to transform their current case management model into one in which every trial judge manages his or her own cases with strong administrative support, ROLP invited Judge Joseph Traficanti, expert U.S. consultant, to join the program to conduct an analysis and prepare recommendations to strengthen MOJ's case management program in the Jordanian courts. In January 2009, Judge Traficanti attended a number of meetings with court and justice officials to define the current status quo and identify areas of deficiency and needed improvement. The goal was to formulate objectives and expected outcomes of an organized program of activities designed to strengthen judicial case management and to develop a comprehensive work plan that would guide ROLP's work in mediation strengthening.

The ROLP legal team compiled statistics related to the Case Management and Mediation Department and conducted a comprehensive evaluation of the current system. Initial screening of those statistics revealed confusion and inconsistency with regard to the interpretation of the law using the automated case management system, *Mizan*. ROLP and the MOJ agreed to create a procedural manual to unify the procedures of case management departments throughout the Kingdom, thus eliminating ambiguity regarding the procedures and the implementation of the law. ROLP staff collaborated with key case management staff to develop this manual in close cooperation with case management judges. At the same time, ROLP supported the MOJ in conducting a special training session for case management clerks to learn data entry methods to avoid mistakes that would affect work procedures and progress. The Case Management Procedure Manual was also finalized and printed for distribution to 12 courts with case management departments.

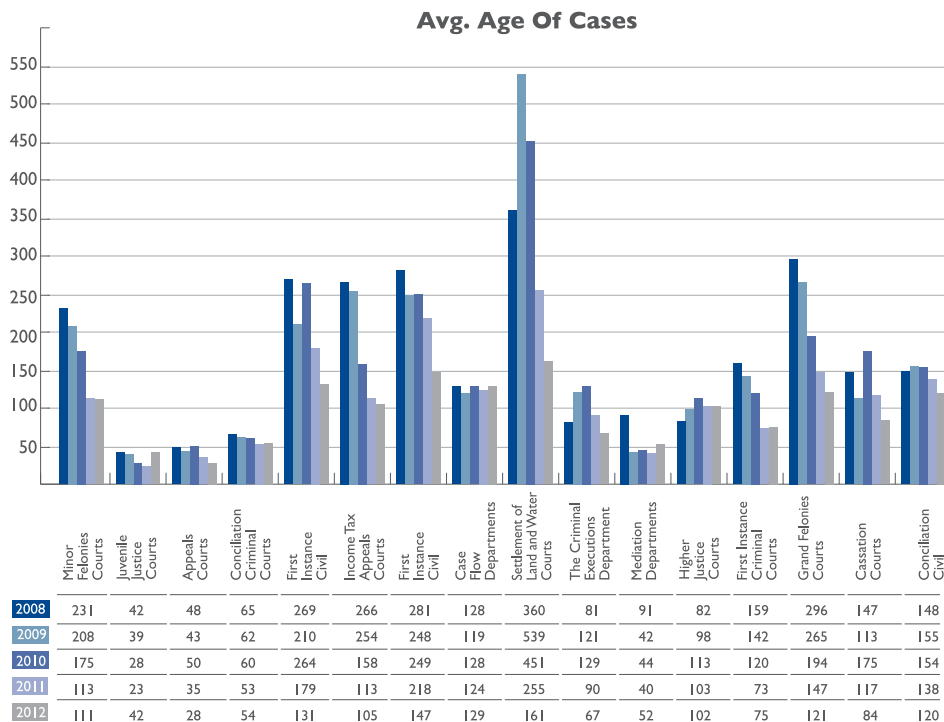
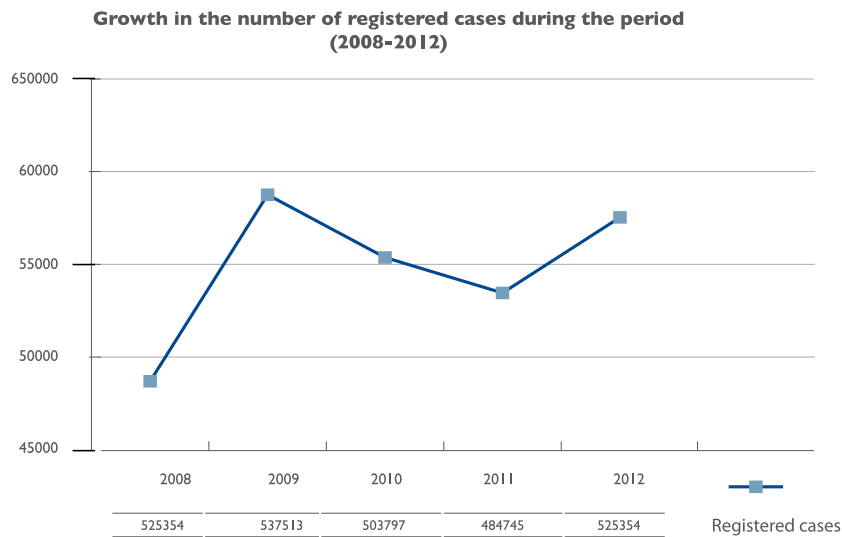
The case management and mediation teams conducted a data entry workshop during Y1 to improve the current processes in case management departments in the courts of Amman and Salt. Furthering the effort to improving case management, ROLP conducted two studies: a closed case complexity study reviewed sample cases from 2007–2008 and a study on long-pending cases in all first instance courts launched a project to purge old pending cases in those courts.

A complex case pilot project was initiated in Y2. This project emerged from brainstorming sessions and international consultant inputs and was based on established implementation steps and trainings. Soon after launching this pilot project, implementation was found to be impractical under current procedural laws and the pilot program was suspended.

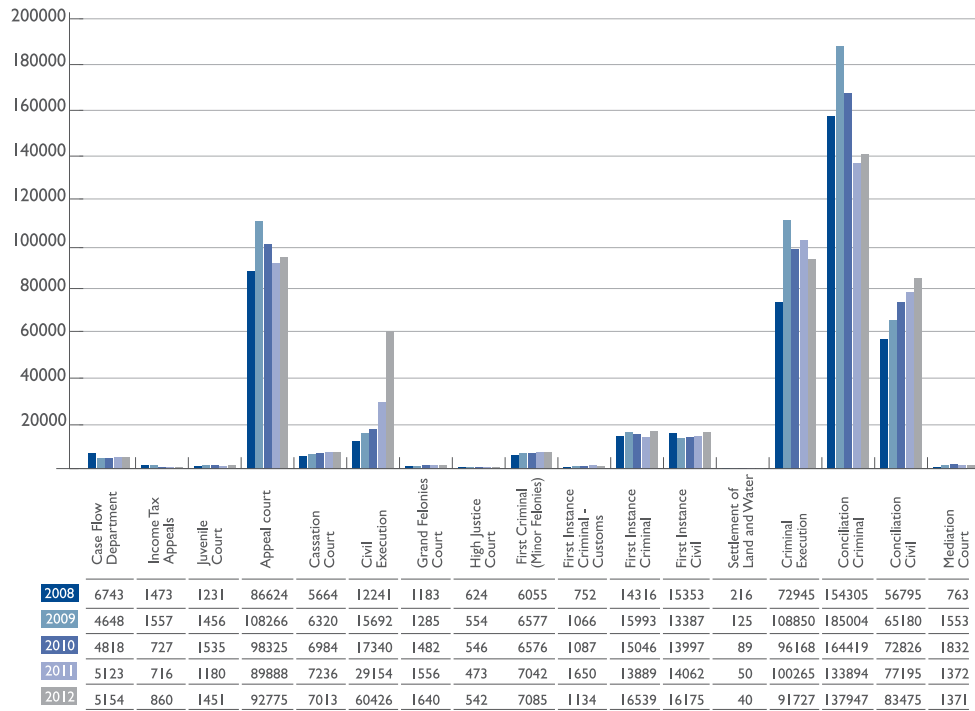
In its effort to assist the MOJ to reduce administrative complexity within the courts and simplify workflow, ROLP began the pilot stage of the File Tracking System in the North Amman Court. This system enables identification of the precise location of court files, even those archived off premises, at any given time.

B. COURT ADMINISTRATION

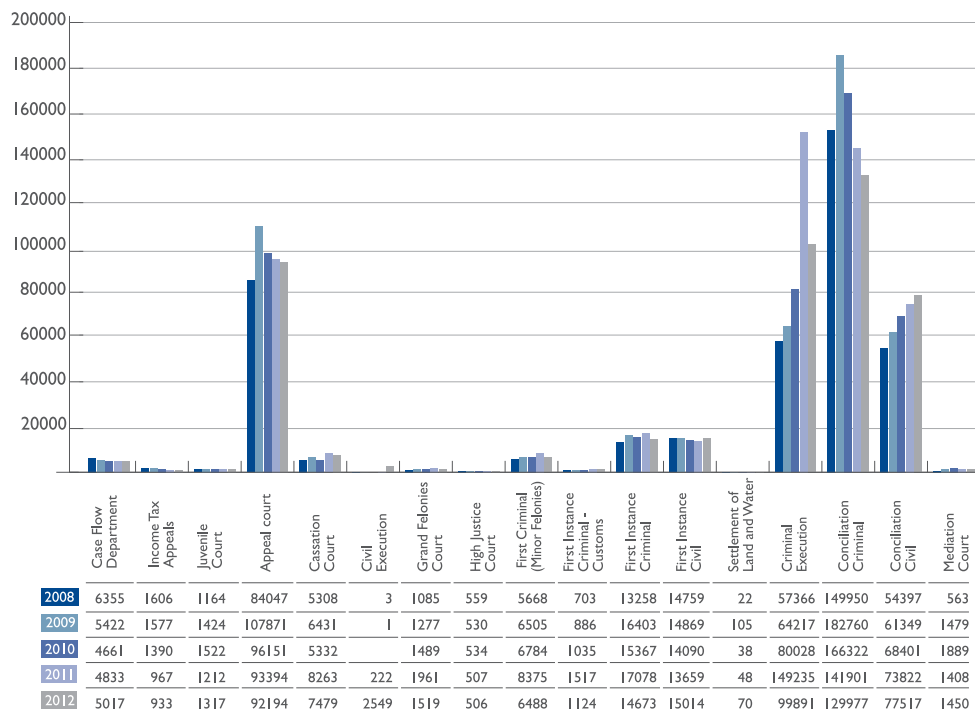
Recognizing that professional court administration is essential to modern and well run courts, early on ROLP identified ways to develop the needed institutional framework for improved court administration. ROLP and court counterparts began this undertaking by defining the roles and responsibilities of court administrators and their relation to the chief judge, the MOJ, and administrative staff in the courts. It was noted that the courts' chief judges were traditionally responsible for managing every aspect of the courts affairs, including administrative functions. Providing administrative support to this function was necessary. This was particularly clear in light of the ongoing court automation and the increasing complexity of the cases being processed in Jordan's courts.



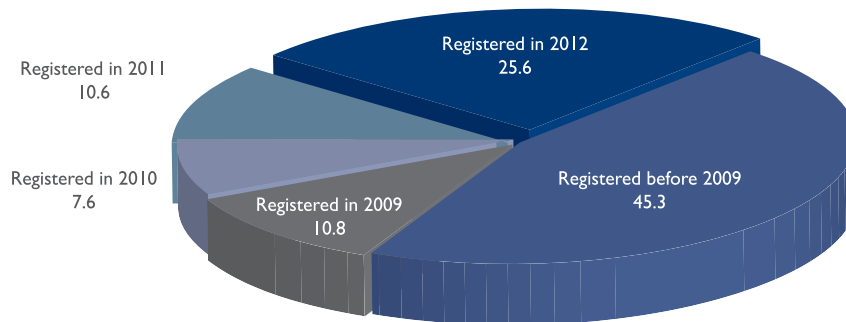
The number of registered cases by courts and departments for the years (2008-2012)



The number of cases that have been disposed in all courts and departments for the years (2008-2012)



The percentage of pending cases in all courts by date of registration of the total backlog of cases until the end of 2012



Mentoring and Program Design for Process Unification Via the Court Administration Practice Guide

Moira Rowley, an expert U.S. consultant for court administration, operations, and business process improvement and technology helped the ROLP legal team develop its court administration improvement plan and helped to outline YI project activities. Her consultancy defined the current status quo, identified areas of deficiency, and reviewed the organizational structure and job descriptions of the staff of Jordanian courts. She reviewed the training plan and training materials of the EU designed court administration training program to identify requirements for additional training and provided input to a planned curriculum development consultancy. Ms. Rowley also formulated objectives and expected outcomes of an organized program of activities designed to enhance court administration and administrative procedures and developed a comprehensive work plan that guided ROLP's effort to enhance court administration and institutionalize best practices in the day-to-day work of courts.

Also in YI, the automation team provided follow-up services to the courts on the case automation software *Mizan* and *Mizan 2*. This involved close cooperation with the MOJ's IT directorate staff, to increase their understanding of *Mizan*'s functionality. They also worked with the quality assurance, clerk, and typist staff to ensure accurate and timely entry of data into the system.

ROLP supported a two-day court administration workshop in April 2009 to build consensus on the duties of court administrators and their relationship to chief judges and court staff. Following the workshop, ROLP's court administration consultant Moira Rowley prepared a knowledge, skills, and abilities (KSA) report defining the main KSAs that the court administrator should possess. This report served as the foundation for the ROLP supported comprehensive professional training program, which was being planned for court administrators and the chiefs of Diwan in conjunction with the JJ. Another international ROLP consultant, Tom Brady, drafted a court administrator's practice guide, which was adapted for use by court administrators.

Ms. Rowley began a mentoring and shadowing program for court administrators in Amman's First Instance Court and Irbid's First Instance Court. The mentoring enhanced the capacities of court administrators and provided insight on streamlining the administrative process in the courts. The information that emerged from the mentoring program was used to update the ROLP-created court administration practice guide. Based on the findings of the mentoring program, consultant Moira Rowley, in collaboration with input from court administrators and chief judges, further developed the court administration practice guide and customized it to Jordan's courts. Another U.S. consultant, Don Cinnamon, provided inputs in developing the practice guide, stemming from his observations from mentoring court administrators at the Irbid court.

Professional Training for Court Administrators

ROLP contracted with two local firms, *Al Jidara* and *Eco Consult*, to support ROLP's work with the courts in different areas. These areas of interest included assessing existing business practices, identifying system bottlenecks, and designing solutions to reduce bureaucracy and procedural inefficiencies. Target areas for this activity were further identified as (1) records management; (2) quality assurance; (3) replication of execution department reforms in other courts outside of Amman; (4) financial systems; (5) policies and draft legislative amendments to create the legal framework for re-engineering reforms; (6) definition of the requirements, designs, and specifications for automating financial systems in the courts; (7) court records filing and archiving systems; and (8) court methods for quality control auditing of electronic data for accuracy and timeliness of data entry.

Based on earlier assessments of court processes and personnel, ROLP set out to design a training curriculum for court administrators. Later in Y1, the Program held a court administration workshop to introduce court administration to the roles and functions of the court administrator in a modern and automated court system. Initially, ROLP conducted an evaluation test for all court administrators and chiefs of Diwan to determine their capabilities. Based on the results of the evaluation, ROLP designed and delivered IT training for the court administrators and chiefs of Diwan during Y2.

To move the training of court administrative personnel forward, at the end of Y1, ROLP engaged the Arab Institute for Intellectual Property to deliver professional court administration foundation level training. This training, conducted by professional trainers including two judges, covered the core competencies of a professional court administrator.

In addition, Jan and Steve Bouch, ROLP court administration consultants, conducted a training-of-trainers (TOT) workshop on training techniques and the required outcomes of the training sessions. The consultants also worked with the ROLP court administration team on preparing lesson plans for seven courses of foundation level training. The seven courses included (1) the purposes and roles of courts; (2) establishing credibility and building relationships; (3) principles of case flow management; (4) data and information for decision making; (5) principles of management; (6) human resources basics; and (7) executive planning. The team used the lesson plans to manage the quality of the training and to help institutionalize the training by providing the MOJ with a training plan that can be replicated by the JIJ or any other training institute in the future.

Continuing with trainings, a court administration workshop was held for all chief judges. The workshop shared a number of valuable tools to enable chief judges to maximize the available human and financial resources. This included effective utilization of court administrators and incorporation and use of mediation processes, case management departments, and the automated case file management system *Mizan*. The Court Administration Practice Guide—Jordan's first professional manual for administrative managers that outlines roles and responsibilities—was distributed to court administrators at the workshop. The workshop's findings and recommendations report was distributed to participants in a first step towards future implementation of mediation, case management, and court administration programs.

Court Administrator's Program – Foundation Level Training

Court administrators and chiefs of Diwan completed six months of Court Administration Program (CAP) foundation level training later in Y2. The courses familiarized trainees with human resources and executive planning best practices as set forth in the seven units described above. ROLP's U.S. consultants, Jan and Steve Bouch, attended the final training session at the end of July in which trainees discussed and reviewed the skills they learned from the program and how they were putting their newly acquired skills into practice. The trainees emphasized that they were better informed and felt empowered and motivated by the program.



and were more confident in their authority and ability to implement the new practices, thereby heightening the capacity of their courts and fulfilling their roles as court administrators. The foundation level training concluded with participants taking an exam and completing a research paper covering various aspects of court management. The exam and the research paper enabled ROLP to assess the direct impact of the training.

The training program addressed all of the core competencies defined by the National Association of Court Management, a U.S. organization that promotes professionalism and standards for court administration and graduate degree and non-credit certification programs offered by Michigan State University's (MSU) Judicial Administration Program. To measure the graduates' competency, ROLP compared the court administrator's test with MSU's certificate eligibility requirements and found that all 21 would have been approved for certification. This highly successful program has resulted in a cadre of court administrators who are very knowledgeable about international administration practices. Meanwhile, ROLP's consultants developed a more advance curriculum to further strengthen this cadre of court administrators.

Court Administrator's Program – Intermediate Level Training

During Y3 ROLP completed delivering CAP intermediate module courses for 21 participants at the JIJ. The courses developed the trainees' specialized knowledge and enhanced their leadership and planning capabilities. Topics included advanced Case Flow Management, Visioning and Strategic Planning, Facilities Planning and Security, Leadership, Records Management, Budgeting, Building Effective Work Teams, Effective Communication, Performance Indicators, Strengthening the Relationship with the Executive, Leading Organizational Change, Coaching and Mentoring, Education, Training and Development, and Critical Thinking.

By 2012, ROLP created an environment of better managed courts by enhancing chief judge and court administrator relationships. Such partnerships allow for more efficient, effective, and transparent services, enabling a heightened sense of public confidence in the justice sector from the Jordanian public.

Developing Performance Measurements to Improve Court Management

To further strengthen court management, ROLP provided a grant to the Arab Council for Judicial and Legal Studies (ACJLS) to conduct a study and provide recommendations for the establishment of indicators for performance monitoring of the judiciary, and to use those standards to strengthen the management of the judiciary in Jordan. The ACJLS completed their work to develop performance indicators for Jordan's judiciary at the end of Y3 and presented their findings, from extensive research and field studies, at a November workshop. The workshop highlighted the importance of monitoring and evaluation reports and indicators based upon objective data and information. International experts spoke and presented models of international best practices. Based on their study, the ACJLS recommended that *Mizan* should be linked to other databases such as the JC database, the Jordanian Lawyer's Association, and the National Civil Affairs Department. It was observed that reports could be created on *Mizan* to enable the JC to monitor the work of various courts and judges. It was also noted that many judges and court staff are still uncomfortable using automated systems –the one report that the JC requires from the courts is filed manually. Currently, there is no unified

methodology set by the JC for the management of courts; courts are managed based on personal capacities and initiatives of the chief of courts. The viability of the report's recommendations will depend upon which institution will ultimately have responsibility and control over managing the judges.

C. MEDIATION AND ALTERNATIVE DISPUTE RESOLUTION

During Y1–2, ROLP invested considerable effort in encouraging a more robust presence and reliance on mediation as a form of alternative dispute resolution to improve court efficiency and reduce reliance on the more expensive litigation processes. Particularly during Y1, ROLP and its mediation support team worked extensively with the MOJ to provide a modern and effective approach to promoting mediation in Jordan's courts.

ROLP retained international consultant Lynn Cole, a dispute resolution professional with experience in mediation and arbitration, to develop a comprehensive work plan to guide ROLP's efforts in mediation strengthening.

When the MOJ indicated that it wished to expand mediation to four additional courts (Salt, Aqaba, Kerak, and Irbid), ROLP agreed to fully support this effort. The Program engaged the services of Osama Safa, a Lebanese expert in mediation who had participated in prior mediation trainings for judges. Mr. Safa conducted basic mediation training for 20 Jordanian judges.

ROLP staff and the MOJ collected and analyzed statistics to evaluate the progress made in the mediation and ARD departments and identified areas for improvement. A five-day training session was organized to train judges in developing their mediation skills to serve upcoming mediation centers throughout the Kingdom. Twenty-one judges, including three female judges, participated. An annual mediation report was published, which included statistics, an efficiency report, public satisfaction input, and a comparison between 2007 and 2008 data. Further training of judges included orientation sessions covering basic concepts of mediation for judges in courts throughout the Kingdom. The sessions aimed to improve the skills of trial judges and enhance their knowledge of techniques to help them determine whether a case could be solved through mediation.

A mediation mid-term progress report was sent to MOJ's Alternative Dispute Resolution (ADR) department. Report findings indicated an increase in the number of cases referred to mediation from 499 in 2008 to 653 in 2009 (an increase of 31 percent) and the number of cases successfully resolved in mediation increased from 297 to 434 (an increase of 46 percent). The Program and counterparts concluded that increased awareness programs for judges and attorneys on the availability and benefits of mediation coupled with training to judges to improve their mediation knowledge and skills resulted in more cases being referred to mediation. Significantly, many of those cases were successfully resolved through mediation.

To more fully measure progress, the ROLP mediation team conducted a study to focus on time lags in the mediation department at the Palace of Justice and to identify the types of cases being referred to the mediation department to determine which private sector entities were referring the most cases to mediation. The study used 633 cases and the findings indicated a satisfactory number of cases efficiently resolved through mediation at the Amman Palace of Justice.⁷ The study also showed that most cases referred to mediation were landlord-tenant cases, labor cases, and torts.

Early in Y2 of the project, ROLP supported the launch of mediation departments in the courts of Salt and Irbid. ROLP continued the mediation training program to enhance the capacity of more judges, particularly those from outside of Amman. ROLP also developed an awareness campaign to educate the public on the benefits of mediation as an alternative to litigation. Mediation Judge Abdullah Hamadneh observed the following:

⁷ Eighty-seven percent of the cases were being referred to mediation from the referral judges within 5 days; 91 percent of the cases were scheduled for a first joint meeting within 1 to 15 days; 81 percent of the cases were disposed from the mediation department within a month; 41 percent of the cases returned to their original course within 5 days; and 42 percent of the cases were returned to their original course within 10 to 15 days.

ROLP had prepared a 2009–2010 mid-year mediation progress report from data collected from mediation centers across Jordan, which was sent to the MOJ. The report demonstrated the increased use of mediation and settlements through mediation in West Amman, North Amman, South Amman, East Amman and Zarqa courts. The report highlighted an increase in New Palace of Justice referrals from 653 cases in January–June 2009 to 900 cases during the same period in 2010. Of the 936 disposed cases in 2010, 63 percent were settled

“Cases worth millions of Jordanian Dinars were resolved. International cases were resolved through mediation. Mediation can tackle the essence of the case, unlike regular courts, which focus on proceedings. Mediation is more personal, targeting the real issue behind the case. There was a case where one of the litigants was satisfied when the other apologized. The money is not always as important as admitting you were wrong. This process is increasing public confidence.”

through mediation and 88 percent of parties to the cases expressed their satisfaction with the impartiality of the mediator and the use of mediation as an alternative form of dispute resolution. Midway through Y2, as with the complex case management pilot program noted above, the MOJ requested that USAID and ROLP suspend the rollout of additional mediation centers and the launch of any further mediation awareness campaigns until legal amendments were enacted to the laws governing Mediation.

4. EXPAND COURT AUTOMATION AND E-SERVICES

- At program startup in December 2008, ROLP began immediately and seamlessly to expand on the accomplishments of its predecessor project, MASAQ. Building on the MOJ’s Arabic language case management software systems, *Mizan* and *Mizan 2*, ROLP enhanced existing functions, developed new functions, and facilitated information and data exchange. ROLP led the automation of all courts in the Kingdom using the *Mizan* system.
- The Program’s court administration department collaborated regularly with the IT team to support *Mizan* enhancements and requests for changes, reconcile statistical reports issued by *Mizan*, and previously issued court statistics which had been done manually.
- Working with the MOJ, ROLP implemented the Auto Judge Assignment function in West, North, South, and East Amman courts as well as Zarqa’s court. The Auto Assignment function enables the system to randomly assign cases to judges instead of manual assignment by clerks. Auto Assignment increases efficiency of case registration, enhances transparency, and improves litigant confidence in the judicial system.
- Computerization is an effective agent of change and maximizes the benefits of business process reengineering. In support of JUST’s plan to upgrade court services, ROLP helped expand court automation and created electronic interfaces with other governmental entities, thereby increasing public access to information. ROLP’s automation efforts reduced the time for case judgments and execution of court decisions as a result of proactive judicial management based on performance information from computer-generated data and statistical reports.

- ROLP also enhanced the core *Mizan* system and built national applications that supported and improved business practices of the litigation process and other court support departments. These departments included the Notification Department, Notary Public, Civil and Criminal Execution Department, and the Prosecutor's Office.
- ROLP assisted with the development of various e-services that have improved public access to court information and increased participation of the justice sector in the network of Jordanian e-government entities. ROLP was tasked to develop multiple mechanisms to expand the public's access to case information via kiosks in courts, web portals linked through MOJ's website, and custom built data exchange portals that provide information to government entities such as the Personal Status Department, the Ministry of Industry and Trade, the Ministry of Water and Irrigation, and other Ministry of Justice databases including Criminal Records and Documentation Management System. These e-services have increased public access to court and case information, decreased court congestion, reduced the workload of court staff, and increased the transparency and accountability of court processes. ROLP's automation and IT efforts were most pronounced during the project's base years (Y1–3). Following consultation with USAID and ROLP's counterparts, there was a shift in focus towards judicial strengthening. Although automation efforts were reduced somewhat during the project's two option years (Y4–5), ROLP continued to provide automation support and education to MOJ personnel to further strengthen their capabilities and facilitate the long-term delivery of effective IT services. With sustainability in mind, ROLP developed an *IT Needs Assessment Report* to assess the judiciary's overall long-term IT and automation status and needs and help MOJ develop a long-term strategic plan for IT enhancement. Following is a review of some of the work undertaken by ROLP to expand court automation and e-services. An Automation Grid (see below) illustrates and more accurately reflects all of ROLP's automation efforts.

ACHIEVEMENT HIGHLIGHTS

- Developed *Mizan*, a custom Arabic language case management system and automated all 74 courts throughout Jordan, representing 100 percent of the national caseload, including 44 conciliation courts, 19 first instance courts, five appeals courts, three special high courts in Amman, and three juvenile courts.
- Implemented the rollout of the *Mizan 2* court automation system to all courts and departments in Jordan.
- Supported a customized 10-day U.S. study tour for MOJ IT staff. The IT staff visited Pennsylvania State Courts, various judicial institutions, and professional call centers. Establishing similar call centers for the MOJ will allow the ministry assume greater responsibility for the support of *Mizan* and reduce its reliance on ROLP technical staff support.
- Supported the development of MOJ's Call Center in all 51 courts to provide end user and technical assistance to over 1500 users across the Kingdom. All end user requests for assistance, reports of equipment or software failures, and suggestions for enhancements are systematically recorded, tracked, resolved, and communicated back to the originators or to management for inclusion in future systems enhancements.
- Developed the Dashboard management information system, which allows for more effective utilization of *Mizan*'s statistical and management information. As a result of the new software, delay and backlog is reduced and cases are more effectively distributed to judges and courts.
- Built on existing functions and facilitated information and data information.
- Provided extensive mentoring and technical training to the MOJ Information Technology Directorate (ITD) staff to build their capacity to sustain the operations and support of the equipment and applications upon which courts have become dependent.

- Transitioned direct support responsibilities and tasks from ROLP staff to ITD staff in all court facilities.
- Re-engineered court business processes for more efficient, effective, transparent, and customer-oriented delivery of services.
- Computerized the courts to improve court, attorney, and public access to information, security of court records, and sharing of court data with other e-government entities.
- Developed and implemented new *Mizan* functionality for automation of the notification processes in all courts and trained 250 notifiers on its use.
- Improved business practices of Notifications Department, Notary Public, Civil and Criminal Execution Department, Prosecutor's Office, and State Attorney Department.
- Designed new software functionality and procured technology equipment to allow internet access to court and case data for attorney offices, the public, and other governmental entities.
- Procured and installed kiosks for public access to case data for all first instance courts.
- Developed and piloted a file tracking system in the North Amman court to identify the precise location of court files at any given time.
- Developed an *IT Needs Assessment Report* to assess the judiciary's overall IT and automation status and needs to help the MOJ develop a long-term strategic plan for IT enhancement.



A. COMPREHENSIVE OVERVIEW OF ROLP AUTOMATION EFFORTS

AUTOMATION GRID							
Objective: Enhanced Judicial Independence and Institutionalization							
Task: Infrastructure							
Activity	Year					Impact	Location
	2009	2010	2011	2012	2013		
Develop a centralized database for all courts	2009					All the data is located in one place. Increased efficiency.	Palace of Justice
Disaster recovery				2012		Building a disaster recovery site for MOJ ensures business continuity and data protection for MOJ core court business functions. Heightened protection.	Palace of Justice
Provide equipment and accessories to all courts	2009	2010	2011	2012	2013	The Program provided MOJ and the courts with all the necessary devices, tools, and electronic equipment. Increased work efficiency.	MOJ/JC/JIJ/Courts/Departments
Provide furniture, construction of new sections, and expansion of courts	2009	2010	2011	2012	2013	Improved workspace, productivity, and services to court users.	MOJ/JC/JIJ/Courts/Departments

AUTOMATION GRID

Objective: Enhanced Judicial Independence and Institutionalization

Task: Human Resources

Activity	Year					Impact	Location
	2009	2010	2011	2012	2013		
Conduct workshops	2009	2010	2011	2012	2013	In cooperation with local and international experts, ROLP conducted several workshops and determined the best procedures and systems for increased speed and work efficiency. Enhanced capabilities of staff.	All courts
Training of judges assistants and administrative staff	2009					Enabled them to understand Mizan's functions. ROLP IT team also worked with the quality assurance, clerk, and typist staff to ensure accurate and timely entry of data into the system. Enhanced capability and improved efficiency.	JJ
Rehabilitation of MOJ staff	2009	2010	2011	2012	2013	ROLP trained MOJ staff on new system developments. Enhanced capabilities and up to date knowledge and skills.	Courts
Deliver specialized courses for all sections of the courts	2009	2010	2011	2012	2013	Conducted specialized sessions and lectures to help the technical staff update their skills and knowledge. Increased productivity, efficiency and sustainability.	Subcontractors

AUTOMATION GRID**Objective: Enhanced Judicial Independence and Institutionalization****Task: Software**

Activity	Year					Impact	Location
	2009	2010	2011	2012	2013		
Court automation	2009	2010	2011	2012	2013	<p>ROLP Client Support Specialist team worked on data cleansing and developed <i>Mizan 2</i> enhancements. Support was also provided on the Mediation variant installed in five courts. The team tested a new build containing significant improvements to the notification process. Users were trained at all courts on its implementation. Improved court services, enhanced staff capabilities and increased efficiency.</p>	Courts
Judges' Affairs System			2011			<p>Developed an application to record all training courses for judges in the HR system. Improved reporting tool and increased efficiency.</p>	JC
Dashboard system			2011			<p>Refined statistics gathering and developed an improved and more user-friendly interface for the delivery of the statistics. Three dashboards were developed, implemented, and tested:</p> <ul style="list-style-type: none"> • Age of pending cases • Court clearance rate • Age of disposed cases 	MOJ
Web portal system	2009	2010	2011			<p>Allowed public to gain access to information regarding cases and court hearing schedules through <i>Mizan</i>. In 2011 the portal improved the efficiency and transparency of court services to Jordanian citizens and lawyers, making case information more accessible to involved parties.</p>	MOJ

AUTOMATION GRID

Objective: Enhanced Judicial Independence and Institutionalization

Task: Software

Activity	Year					Impact	Location
	2009	2010	2011	2012	2013		
Kiosk system		2010				Launched 25 kiosks in 17 first instance courts. Public is able to gain access to information regarding cases and court hearing schedules through Mizan. Increased efficiency and confidence in the judiciary.	Courts
File tracking system			2011			Implemented a file tracking system rollout in North Amman. The system identifies the precise location of court files at any given time. If a file is in the warehouse, the system is equipped to show in which row and column the file is located. Increased efficiency and improved services.	Courts
Judicial Council					2013	Developed an interactive website for JC	JC
Mediation and case management system	2009					Created a mediation department and issued related bylaws for the department to solve conflict through a mediation judge. Improved services.	Courts
Case management system	2009					Developed a special case management program to expedite the litigation process in the first instance court. Enhanced productivity and efficiency of services.	Courts

AUTOMATION GRID**Objective: Enhanced Judicial Independence and Institutionalization****Task: Software**

Activity	Year					Impact	Location
	2009	2010	2011	2012	2013		
Notification management system		2010				Created a program that organizes and expedites the work processes and reporting of the notification management department. Increased efficiency, transparency, and improved services.	Courts
Criminal execution		2010				Created a special program for the execution of judgments department to speed up the execution of judgments process. Streamlined processes and increased efficiency.	Courts
Civil and criminal income tax court		2010				Created a program that helped organize files. Increased efficiency and productivity.	Courts
Customs court		2010				Created a program to automate and organize cases. Streamlined processes and increased efficiency.	Courts
Voice paging system			2011			Launched a paging system in North Amman to alert parties or witnesses related to cases during trials. Streamlined processes, decreased delays, and increased court user satisfaction.	Courts
Queuing system		2010				Installed a queuing system in six courts for court users at the case management department. Improved efficiency and court user satisfaction.	Notary Public

AUTOMATION GRID

Objective: Enhanced Judicial Authority that is Competent and Effective

Task: Administrative organization

Activity	Year					Impact	Location
	2009	2010	2011	2012	2013		
Reduce the caseload of courts and improve performance	2009	2010	2011	2012	2013	<ul style="list-style-type: none"> * Created a quality control section * Created a call center (Service Desk) section * Created management division courts * Created a web portal service * Created a notifiers administration section * Shortened the duration of litigation * Created mediation to solve problem outside the courts * Unified the registry book * Standardized the type of claims by type of court * Improved referral of cases to and from judges * Standardized reporting formats * Standardized workflow procedures in various courts * Developed easy mechanisms to search and retrieve information * Unified the notification format * Improved the renewal and life cycle of cases * Implemented the notification management system * Linked the execution system with the accounting system * Linked the courts with the execution department 	Courts

AUTOMATION GRID**Objective: Enhanced Communication Channels between the Judicial Authority and Other Institutions****Task: Data linkages**

Activity	Year					Impact	Location
	2009	2010	2011	2012	2013		
Enhance the cooperation and coordination with other governmental institutions					2013	Enhanced the cooperation between MOJ and other departments and public institutions for improved exchange of information between them through the website. The departments include: * Civil Status and Passport Department * Land and Territories Department * Ministry of Water * Bar Association * Ministry of Industry and Trade and Corporate Control	MOJ

Objective: Contributed to Improved Public Confidence and Access to the Rule of Law**Task: Public services**

Activity	Year					Impact	Location
	2009	2010	2011	2012	2013		
Reduce the caseload of courts and improve performance		2013	2012	2011	2010	* Created a website for public services * Developed a website for the JC * Developed a queuing system * Provided and distributed kiosks * Designed instruction panels	MOJ/Courts

AUTOMATION GRID

Objective: Contributed to Improved Public Confidence and Access to the Rule of Law

Task: Performance indicators and their measurements

Activity	Year					Impact	Location
	2009	2010	2011	2012	2013		
Court performance indicator report	2009					Developed key performance indicators. Enhanced performance, accountability, and efficiency.	Mizan
Judges performance indicator report	2009					Developed key performance indicators. Enhanced performance, accountability, and efficiency.	Mizan

AUTOMATION GRID**Objective: Contributed to Improved Public Confidence and Access to the Rule of Law****Task: Performance indicators and their measurements**

Activity	Year					Impact	Location
	2009	2010	2011	2012	2013		
Notary Public performance indicator report	2009					Developed key performance indicators. Enhanced performance, accountability, and efficiency.	Mizan
Execution Department performance indicator report				2012		Developed key performance indicators. Enhanced performance, accountability, and efficiency.	Mizan

AUTOMATION GRID

Objective: Contributed to Improved Public Confidence and Access to the Rule of Law

Task: Performance indicators and their measurements

Activity	Year					Impact	Location
	2009	2010	2011	2012	2013		
Prosecutor performance indicator report				2012		Developed key performance indicators. Enhanced performance, accountability, and efficiency.	Mizan
Reports to assess the performance of judges and achievements of inspectors					2013	Developed key performance indicators. Enhanced performance, accountability, and efficiency.	Mizan

B. KEY IT ACTIVITIES FOR Y3–Y5

Transition to MOJ ITD

As the option years approached, ROLP's IT efforts focused on transitioning and preparing for handover to MOJ IT staff and closing out facets of the project's IT component. By the end of Y3, a full transition was completed for court support for all new software and applications, knowledge transfer from ROLP's technical team to the MOJ's ITD, and inventory turnover. For the option years, ROLP planned to continue to provide minor enhancements to *Mizan*, but on a reduced scale. Meanwhile, ROLP's technical team provided intensive and advanced IT training to the individuals selected to oversee technical activities after the project ends. The ROLP IT team provided follow-up services to MOJ's IT department in support of a better understanding of the functions of *Mizan 2*, and training and knowledge transfer to five MOJ technicians. The Program also began organizing for training and equipment procurements as part of the database handover to MOJ.

Long-Term MOJ IT Needs and Planning

Notwithstanding ROLP's Y4–5 shift in programming focus, and in spite of a visible reduction of IT/automation activities, the project continued to provide automation and knowledge transfer support to MOJ personnel to further strengthen their capabilities and facilitate the long-term delivery of effective IT services. ROLP's primary IT impetus in Y5 was the preparation for an overall assessment of the judiciary's current IT status. ROLP legal and IT staff met with MOJ's ITD to discuss the structure of the IT needs assessment report and the long-term needs. The findings and recommendations of the final report provided an improved understanding of the current IT capacities and long-term needs of the courts and the MOJ. The ROLP sponsored *Long-Term IT Needs Assessment Report* presented the following key recommendations:

- Plan for an anticipated over reliance by the MOJ on donors and external sources to maintain operations
- Seek to properly budget for maintenance and future enhancements of the systems
- Develop continuous training for the MOJ IT staff to keep abreast of developments
- Further develop, create, and enhance links to external entities
- Improve archiving processes
- Conduct annual detailed audits and reviews of the systems to identify needed upgrades and changes

Mizan Enhancements and Upgrades

During Y5, Optimiza, the IT vendor that developed *Mizan*, completed the *Mizan* database upgrades and enhancement project. In addition, upon MOJ's request, ROLP provided and finalized further system software enhancements to manage and control access to the *Mizan* system.

Attorney General System Rollout and Training

ROLP also trained 19 MOJ legal assistants and judges on the AG system at the Amman court and prepared them for the rollout of the AG system. This rollout, which took place in December of 2012, facilitated and streamlined the operations of all three of Jordan's attorney general offices (Amman, Ma'an, and Irbid), creating essential *Mizan*-based linkages between the AG offices, the courts, and the prosecution offices. The upgrades, originally designed during the MASAQ project, were finally implemented giving the AG system notification functions, transfer capabilities, and facilitated better coordinated operations in the AG offices.

Further Electronic Linkages

During Y5 ROLP launched another automation enhancement project to assess and implement further the electronic linkages to various public and governmental entities, the public prosecution offices, and the MOJ.

5. STRENGTHEN JUSTICE SECTOR FUNCTIONS

ROLP provided technical assistance and support to strengthen the performance of certain high impact court departments. These departments—the Notary Public, Notifications, and Execution of Judgments Departments—provide essential justice sector services to the public.

The Notary Public Department has a high volume of work and must contend with very heavy traffic on a daily basis. Traditionally, this essential document verification process has relied on labor-intensive work and recordkeeping of a large volume of documents. The Notary Public Department's work often requires interaction with other government entities. During Y2–3 ROLP agreed to assist the MOJ in making this function more accessible and user-friendly to the public and undertook concrete steps to introduce modernizations to the operations of the Notary.

Equally important in the justice process is the role of the Notification Department, which is responsible for the delivery of judicial notices to the public. This Department informs citizens that they are parties or in some way involved in court cases. The Notification Department advises such persons or entities of their obligations to the court such as producing information, performing certain actions, or attendance at court proceedings. The Department also provides services to the trial process and to other court departments such as the Notary Public and Execution Department. Failure to deliver notices in a timely manner results in case delay and can clog an already busy system. To address challenges faced by the Notification Department and to improve its functions, ROLP introduced a streamlined process for judges and other notification process users to electronically track the status of service notices and to better manage hearing schedules and provide information to interested parties. (See the Automation Grid in Section 4 of this Report for additional details.)

The Execution of Judgment (EOJ) Department of the Jordanian courts was plagued with case delays due to case record security, inefficient processes, and poor workflow. This department handles judgments from the civil proceedings. Criminal case judgments are handled by the execution of judgment offices of the court's respective public prosecution office. The MOJ and ROLP identified both the civil and criminal execution of judgment processes as areas needing attention. To facilitate and strengthen the functions of the EOJ, ROLP re-engineered business processes, improving clerk and public access to information and enhancing file security, and automated document backup, improving the timeliness of the department's services and significantly reducing case delays. Below is an overview of the support and activities undertaken by ROLP to strengthen the functions of the Notary Public, the Notifications Department, and Execution of Judgments Department.

ACHIEVEMENT HIGHLIGHTS

- Re-engineered Amman's Notary Public Department's processes. This was complemented by extensive renovations to the Amman Notary Public Department at the Palace of Justice including material support upgrades with furniture and equipment.
- Installed a Kingdom-wide Notification Management System, creating efficiencies in the organization, management, delivery, and follow-up and tracking of court notifications.
- Automated the EOJ Departments in all courts by integrating it within the *Mizan* system.

- Launched a pilot project with the execution of judgment units in the Zarqa and West Amman courts and public prosecution offices. This resulted in an extensive *Execution of Judgment Gap Analysis Report* that identified problem areas and recommended solutions. ROLP's pilot project then began to address the problems identified in the report by providing extensive material support to the two courts and assisting to enter older cases into the current automated system database. Case storage, information access, and space needs were addressed and significantly improved.

A. NOTARY PUBLIC



Before



After

To provide a more efficient and user-friendly environment at the Amman Notary Public Department, ROLP undertook an extensive evaluation of the necessary business processes. ROLP provided recommendations that resulted in amended workflow procedures and developed an automated Notary Public System (see the Automation Grid in Section 4 of this Report) that enhanced the quality and accuracy of the department's work, increased employee performance, decreased the amount of time required for Notary services, increased document and information security, and allowed information exchange with other government entities. ROLP also provided for a comfortable and professional workspace and public user space by renovating an accessible area of the Palace of Justice, complete with new furniture and a queuing system to manage the high user demands.

B. NOTIFICATIONS DEPARTMENT

After conducting a study of the existing process for court notifications, ROLP introduced a series of changes designed to increase the efficiency and accuracy of the essential court notification process. Uniform court notifications were developed for Kingdom-wide use and serial numbers were assigned to the notifications to allow for individual notice tracking and reprinting. A national telecommunications infrastructure between the courts was created to allow for electronic distribution of notices from one court to another, enhancing accurate information on notification efforts and enabling automated transfer of notices between courts. ROLP also trained designated court staff and supervisors responsible for managing and overseeing the notification process. The new process allowed for reporting and gathering and analysis of statistics, which improved the overall process by identifying weaknesses and flaws. The individual tracking mechanism also allowed for greater accountability, which led to greater efficiency.

C. EXECUTION OF JUDGMENTS

Initial Steps – Early Automation and Integration into Mizan

Improvement of execution of criminal and civil judgments throughout the Kingdom is one of the key challenges facing Jordan's judiciary.

During ROLP's start-up in Y1, and as a follow-up to MASAQ's activities to build the capacities and automate the EOJ Department, the ROLP team implemented a queuing system to regulate the inflow of the department's users. The system also helped the execution staff organize their shelves according to file year and serial number, replacing the previous disorderly filing scheme. ROLP and Optimiza (the *Mizan* IT vendor) worked together to develop the Execution variant of *Mizan*, which was launched in August of Y2.

The ROLP IT team and the MOJ initiated a national rollout plan for the Criminal Execution application (also see the Automation Grid in Section 4 of this Report) beginning with successful automation of the Criminal Execution departments in Amman's Palace of Justice and the North Amman and West Amman Courts. The execution clerks expressed satisfaction with the new system. Ala'a Al Halteh, a clerk at the criminal execution office in East Amman, found the system "easy to use."

To help with the rollout, ROLP provided on-site training for more than 115 court staff on how to use the new software's functions.

Notwithstanding the software developed through *Mizan* to accommodate data on the execution of both criminal and civil judgments, it was still abundantly clear that much work remained to be done to bring substantial and meaningful improvement to the EOJ process.

To continue to address this perplexing issue, ROLP initiated an effort during Y4 to further study the EOJ process in Jordan and develop solutions to improve the process. To that end, ROLP and the JC agreed that Zarqa and West Amman would be the focus of a pilot project where ROLP staff would conduct a detailed gap analysis study of both courts' civil EOJ Departments and public prosecution offices' criminal execution of judgments offices. ROLP engaged local consultant Mr. Mohammed Amawi to assist in this activity. As a result of this extensive study, ROLP produced a detailed report that identified weaknesses and included a series of recommendations for improvements in several areas, including:

1. Needed legislation;
2. Institutional organizational structure,
3. Job descriptions and work activity clarification,
4. Staff training and supervisions;
5. *Mizan* upgrades to better manage the execution of judgment data;
6. Improving internal communications and communications with other government agencies; and perhaps most fundamentally
7. Need for adequate and sufficient workspace for court staff and for dedicated areas for the user public.

The report also observed that many older cases have yet to be entered into the *Mizan* database. Overall, the recommendations presented a formidable task. Soon after submitting the report to the Chief Justice, ROLP undertook a number of steps to achieve some positive results.

Consistent with recommendations in the report, ROLP led a civil EOJ workshop in the summer of Y5 to help court personnel unify EOJ procedures and consider the feasibility of a procedures manual.

Next ROLP took action at the two pilot courts to address the inadequacy of infrastructure issue and address the backlog of older execution cases yet to be entered into the database. To this end, ROLP recruited four

field legal assistants to help perform the following tasks for the EOJ Pilot Project: 1) enter data into *Mizan*; 2) purge cases (active and inactive); 3) perform case inventory; 4) file active cases; and 5) store old and disposed cases. Four new computers were purchased for ROLP staff use at the Zarqa court. By the middle of Y5, thousands of old civil execution cases at the Zarqa and West Amman Courts were entered, completely eliminating the backlog of old un-entered cases.

Sufficient work areas are essential to well-functioning execution offices. The report recommendations envisioned space requirements for the Execution Offices at the West Amman and Zarqa courts. To secure needed space at the courts, the ROLP team conducted site visits to plan and gather proper information regarding assistance needed to implement the infrastructure recommendations for the two court locations. The team also compiled lists of necessary equipment and furniture.

The Zarqa court did not require any renovation efforts as the entire court was slated to a move to a new and large facility later in Y5. Accordingly, to support improved EOJ at the Zarqa court and the prosecution office, ROLP provided material support to the entire Zarqa court during its relocation process to the Palace of Justice during the summer of Y5.

For the West Amman facility, when the MOJ decided that the court would remain at the current location, ROLP undertook plans for a build-out at the court to accommodate a new spacious civil execution department. In addition, the prosecution offices were entirely renovated with adequate space for operations of its EOJ office. Building and renovation activities and delivery and installation of new equipment and furnishings were completed at the end of the summer.⁸

The new space in West Amman included a queuing system and a waiting area. These new additions substantially increase efficiency, improve the delivery of services, and relieve discomfort and pressure felt by court users and staff.

ROLP's IT staff assessed the electronic linkages to various public and governmental entities, the public prosecution offices, and the MOJ to facilitate more efficient information gathering necessary for the execution of judgments process. As a result, there now exists information sharing between the MOJ and the civil status, water and land departments and the Ministry of Industry and Trade. Further linkages with police and borders and customs departments await future action.

6. ENHANCE THE KNOWLEDGE AND SKILLS OF JUDGES

Throughout the project, ROLP demonstrated its commitment to promoting the professional capacity of judges by improving their knowledge and skills and enhancing judicial effectiveness. ROLP also continued to build on MASAQ's contributions to the JIJ to enhance the breadth and quality of instruction to further develop the skills and qualifications of future, newly appointed, and sitting judges.

The Program supported the organizational capacity of JIJ to continually upgrade its courses and instruction. Through its support to the JIJ, the Judicial Studies Diploma Program (JSDP), and the Future Judges Program (FJP), ROLP helped develop standardized continuing education programs for judges and support career plans that linked advancement in the judiciary to successful completion of professional development courses on an ongoing basis. ROLP staff worked with the JIJ to help the JSDP employ merit-based selection criteria. This innovative approach created opportunities that enable women excelling in the education system to become active participants in scholarship programs and in the judiciary. The number of women candidates selected as students in the JSDP increased dramatically in subsequent JSDP classes. Emphasis was placed on ensuring the sustainability of improvements and providing a consistent quality of course delivery with a strong faculty.

⁸ See Appendix II.

Partnerships were forged with other judicial training institutes as the American Bar Association (ABA) project to promote these changes and continual improvements. With sustainability in mind, ROLP staff worked within the JIJ as administrative and management mentors performing hands-on tasks to develop the capacity of the JIJ staff to independently maintain the same level of administrative efficiency and educational excellence.

In promoting an independent and empowered judiciary while increasing its transparency and accountability, ROLP also provided support to the Judicial Inspection Unit (JIU). This unit provides quality control and oversight to the work product of Jordan's judges and as such, provides an invaluable service in setting high standards of professionalism and judicial quality. ROLP provided logistical and material support during the transfer and expansion of the JIU. After consulting with JC and MOJ leadership and conducting a needs assessment study, ROLP provided software development to connect the JIU to the *Mizan* database to facilitate the judicial performance reviewing and monitoring process. Finally, ROLP provided training support in strengthening and improving the performance and the specializations of the inspectors.

Much was achieved during Y4–5 to support the training of judges and prosecutors. ROLP and Jordan's prosecution leadership identified areas of need and provided appropriate programming for trainings particularly for public prosecutors. As a result of ROLP interventions, steps towards specializations were achieved, particularly in the areas of anti-corruption work and initiating more effective criminal investigations. A ROLP supported study tour for Jordanian prosecution leadership to the United States built greater understanding of prosecution led enforcement, investigation, and prosecution models to combat corruption. Further support was provided for another anti-corruption effort in London. Finally, material support for office enhancements and renovations were provided to upgrade certain public prosecution related offices.

ACHIEVEMENT HIGHLIGHTS

- Strengthened JIJ's continuing legal education and new judges preparatory training programs.
- Helped the JIJ establish and implement merit-based selection criteria and a merit-based selection process.
- Enhanced the capacity, knowledge, and skills of judges in a wide range of legal and procedural subjects.
- Improved the quality and the gender ratio of Jordan's judges.
- Assisted JIU to improve their process and operation management.
- Improved the performance and specializations of inspectors.
- Solicited input from experienced trial judges and prosecutors and developed guidelines for effective crime scene management.
- Achieved greater specializations for public prosecutors especially in the area of anti-corruption.

A. JUDICIAL INSTITUTE OF JORDAN: THE FUTURE JUDGES PROGRAM AND THE JUDICIAL STUDIES DIPLOMA PROGRAM

Strengthening the legal knowledge and skills of judges and attracting the most highly qualified candidates to the JIJ for training to become judges were priorities for the MOJ and the JC. ROLP was poised to support these goals and with considerable ROLP support, the JIJ has become a regional model of excellence for continuing legal education and new judge preparatory programs. ROLP strengthened JIJ by providing administrative support to the FJP, enhancing the JSDP, supporting the Continued Legal Education Program, and providing

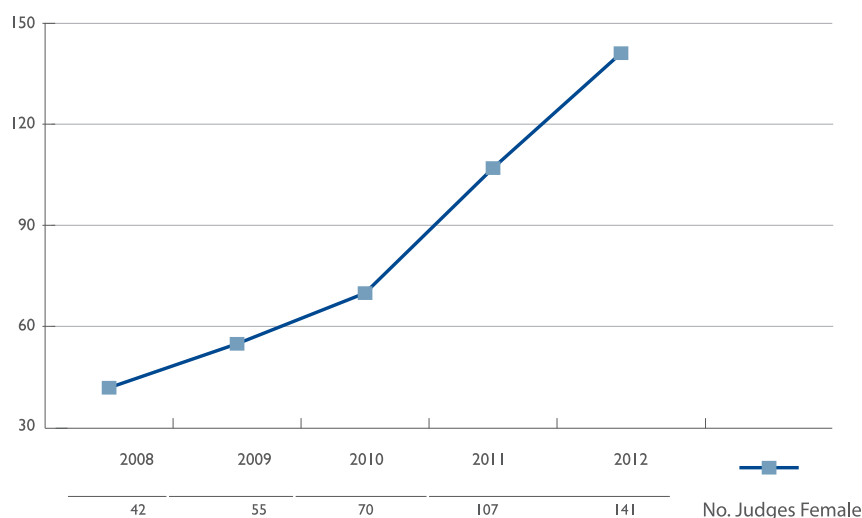
institutional development to JJJ's administrative functions and facilities.

As part of the judiciary's upgrade strategy and the King's directive to enhance and strengthen the judiciary's performance and independence, ROLP continued its support of the FJP. Since its inception and implementation in 2008, the FJP has left its mark on both a legislative level and an administrative level. FJP was included in the *Judicial Upgrading Strategy 2010–2012*, under the second pillar pertaining to judicial efficiency. FJP aims to attract the following categories of students: 1) top law schools graduates from official Jordanian universities or judicial assistants who hold a judicial studies diploma from the JJJ; 2) top law school students who are still enrolled in official Jordanian universities and; 3) top high school diploma graduates from both scientific and literary streams. A total of 174 students have benefited from the program (102 women and 72 men) of which 16 postgraduate students have studied abroad under scholarships (11 women and five men). As a result, the number of top law school students and female students who joined the JSDP has increased significantly. In addition to improving the overall quality of judges the judiciary can look forward in the near future to a more balanced judicial gender ratio (50 percent of the most recent graduates of the JSDP are women). In an opening address at the International Women's Forum, Jordan, the former Minister of Justice, Mr. Ayman Odeh, predicted that women judges would make up 40 percent of the judiciary within a few years.⁹

The current status of participants in the FJP is as follows:

- 69 students graduated and are waiting to be enrolled in the JSDP.
- 20 undergraduate students are expected to graduate in 2013–2014.
- 10 students completed the JSDP and were appointed as Judicial Assistants; the next step is to be appointed as judges.
- 17 students who completed the JSDP were appointed as a conciliation judges.
- 58 law students who graduated in 2013 are waiting to be appointed as judicial assistants.

Growth in the number of female judges in all courts for the years (2008-2012)



⁹ Due to the needs of the judiciary, no new students have been accepted into the future judges program since 2010.

During Y4, ROLP supported the JC in planning a luncheon to recognize and honor Jordan's 108 female judges in March. The JC hosted the event under the patronage of the Chief Justice and in celebration of International Women's Day. The occasion recognized the importance of the contribution of women judges in upholding justice and highlighted their enhanced and expanded leadership role within the judiciary. This activity directly supported the programs outlined in the implementation plan of the recently adopted Judicial Authority, the Strategy of Building 2012–2014 and is the first event held to pay tribute to female judges in Jordan.

The Program also assisted MOJ to administer a scholarship program to encourage the best and brightest high school graduates and university students to study law and select a career path to become judges through the JSDP. Scholarships are offered for undergraduate law degrees in Jordan and advanced degree study programs in U.K. and U.S. universities to advance the high quality of judges in the judiciary. ROLP provided day-to-day administrative and strategic support to JSDP and built MOJ's capacity to assume these roles and responsibilities in the future.

Further to its support of the future judges, ROLP retained Dr. Ashraf Edwan to provide academic supervision and counseling to future judges students enrolled at the University of Jordan Law School. He assisted them in choosing and selecting academic courses, monitored their academic performance, and provided progress and status updates to the MOJ.

ROLP also provided English language training support to the judges, law students, and the staff of the Anti-Corruption Commission (ACC).

ROLP was tasked to help MOJ and JIJ revise the diploma program curriculum to create a four-semester judge's preparatory program. This program built on the more qualified students' knowledge, replacing formerly redundant law school legal foundation-level courses with courses and activities that focus on the practical application of the law and enhancing the judicial skills of students through internship opportunities in courts. The Continuing Legal Education Program conducts a wide range of programs annually on subjects that strengthen the capacity of sitting judges to resolve specialized and increasingly complex cases. ROLP assisted the JIJ to develop and implement these courses and facilitated collaboration with content specialization partners such as NGOs and business associations.

ROLP staff worked full time within the JIJ as administrative and management mentors performing hands-on tasks to develop the capacity of JIJ staff to sustain the level of administrative efficiency and educational excellence and as a result, during the life of the project,¹⁰ ROLP progressively transitioned roles and responsibilities to JIJ.

B. JUDICIAL INSPECTIONS UNIT (JIU)

During Y4–5 ROLP provided support to the growth and development of the Judicial Inspections Unit (JIU). This Unit is nominally within the MOJ yet has close ties to the JC. The JIU's primary objective is to review and monitor judicial performance and judgments and make recommendations to correct identified shortcomings. Its function is directly related to improving the quality and capacity of judicial and prosecutorial performance. In this sense, the JIU is a key component to developing legitimacy and effective application of the laws through public awareness, confidence, and public respect for the judiciary. The institutional placement of the JIU has been in flux the past few years, but notwithstanding that uncertainty, new leadership of the JIU expressed an intention to expand and improve. Judges had indicated their wish to have the basis of their evaluations revised.

Accordingly, ROLP contracted with international consultant William Davis to assist JIU inspectors in improving their performance and strengthening their specializations. During his week-long assignment, Mr. Davis met with the JIU's Director and conducted a seminar. All members of the JIU, five chief judges, a number of chief

¹⁰ ROLP provided the judiciary with training on a wide range of legal and procedural subjects. For a more detailed listing on the various trainings provided by ROLP, see Appendix V.

prosecutors, and the Amman and Irbid Attorneys General attended. The seminar focused on encouraging the JIU to develop a “model of excellence” program with the trial courts. Interaction with the participants led to several suggestions to improve operations of judicial inspection. Mr. Davis submitted a report containing recommendations to be considered by the Directorate in the future.

ROLP also proceeded with material support procurements in helping the JIU’s expansion and relocation during Y5. This included provision of new furniture and IT equipment. ROLP also continued to set up electronic data linkages between the JIU and the *Mizan* database to provide judicial inspectors with access to the casework of the judges being monitored. That linkage project was completed in late October of Y5.

C. PROSECUTION SERVICE UPGRADE, TRAINING, AND SUPPORT



One of ROLP’s key areas of emphasis in Y4–5 was to support efforts to strengthen the prosecution service in Jordan.¹¹ As is addressed elsewhere in this report, much work remains to bring Jordan’s prosecution service to needed levels.

Jordan’s prosecution service is a part of Jordan’s Judiciary and the direction and management of the prosecutors comes from the JC. Administratively, Jordan’s 90 prosecutors are organized into offices associated with the first instance courts which are arranged into three appellate districts – North (Irbid), Central (Amman), and South (Ma’an). Each of these three regional districts is led by an attorney general who provides oversight of the public prosecutors assigned to the first instance courts of that respective office. The attorney general also handles all criminal matters coming from the first instance courts to the regional appellate courts. There is a fourth attorney general who is responsible for the operations of the prosecutors assigned to the High Felony Court in Amman. This special court has nation-wide jurisdiction over all serious enumerated violent felonies. Jordan’s four attorneys general answer to the Chief Prosecutor General who has a seat on the JC. All prosecutors and attorneys general are considered judges. The final authority for the entire judiciary, including the prosecutors and attorneys general, is the Chief Justice who is the president of the JC.

In order to establish a blueprint for prosecution centered activities, in early 2012 ROLP conducted a detailed assessment of the operations and needs of Jordan’s prosecutors. Paul Scoggin, an experienced American prosecutor with considerable international experience joined with the ROLP COP, also a career prosecutor, to lead this assessment effort by conducting three identical one-day workshops. Almost all of the prosecutors and assistant attorneys general of the Kingdom attended one of these sessions during which the group had open and candid discussions of the current state of Jordan’s prosecution service. Prior to the workshops, ROLP distributed a questionnaire to all prosecutors and attorney general staff seeking input on the needs and status of the prosecutors. Seventy of Jordan’s prosecutors responded to this survey. Finally, the assessment team conducted site visits to the attorney general offices and prosecution offices and held one-on-one follow up discussions with the respective office heads and their assistants. The information gathered through these efforts was synthesized into an initial Prosecution Assessment and Needs Report, which was shared with the prosecution leadership and served as guide to ROLP’s prosecution support activities during the final two option years.¹²

¹¹ See Jordan Justice Sector Assessment Report and Recommendations, April 2011. (Prepared for USAID by Tetra Tech DPK).

¹² See Paul R. Scoggin, *Enhancing the Public Prosecution in Jordan: Supporting a Force for Good in Difficult Times*, March 1, 2012.

As a result of several prosecution leadership meetings (attended by the four attorneys general and the chief prosecutor general) held at the request of the COP, ROLP developed a strategy for prosecution support and upgrading and implemented it over the course of Y4–5 as set forth below.

Trainings were focused on the areas of crime scene management, forensic capacities, investigative skills for prosecutors, financial crimes investigations, human trafficking, and anti-corruption investigations. Special attention was directed to the anti-corruption efforts during the final year. In addition to the trainings, considerable material support was provided to certain selected prosecution offices. This included complete renovation and refurbishment of the Amman AG's Office, which has oversight over about 80 percent of the Kingdom's criminal cases, and the Prosecutor General's Offices in the Amman Palace of Justice. In addition, extensive renovations were provided to the West Amman prosecution offices and material support and upgrades to the Aqaba prosecution offices.

Prosecution Centered Trainings

1. **Crime Scene Management and Forensics.** Most of Jordan's 90 prosecutors attended the first set of trainings, which covered the importance of intelligent and coordinated crime scene management. Dr. Ghazi Al Thuneibet, an attorney in Amman and former police director of the national forensic laboratory discussed the importance of careful and scientific crime scene management and thorough evidence collection.

At the request of some prosecutors, ROLP and a small group of prosecutors and police developed a manual of crime scene management for prosecutors, which was published and distributed to prosecutors throughout the Kingdom towards the end of the project. In addition, ROLP sponsored a series of familiarization workshops during November in Y5 for the prosecutors during which the manuals were distributed and discussed.

2. **Investigation Skills.** Over the course of the two option years, ROLP's COP led a series of workshops attended by discrete groups of 12–15 prosecutors. The participants included experienced and newly assigned prosecutors. The key themes addressed were crime scene management, the importance of coordination and cooperation with the police in a team approach to case investigation, key evidentiary principles, and organizing the necessary follow-up investigative efforts. By presenting case scenarios, the leader was able to provoke lively and informative discussions on what investigative steps would best be employed. Sixty prosecutors attended these sessions.
3. **Financial Crimes.** Recognizing the growing importance of anti-corruption efforts and responding to requests by the prosecutors, ROLP hosted a week-long training in the investigation of financial crimes. Exposure to the investigation of such crimes is a necessary foundation for the investigation and prosecution of corruption cases. Led by an experienced fraud prosecutor/investigator from the United States, 50 prosecutors from Jordan attended one-day training workshops, which explored the sophisticated techniques now used to commit these crimes and investigative techniques to uncover the illegal activity.



4. **Anti-Corruption.** Building on the relatively brief experience of Jordan's ACC and the continued growing interest in developing specialized prosecution in handling public corruption investigations and prosecutions, ROLP conducted an assessment of Jordan's anti-corruption investigation and prosecution efforts, led by U.S. consultant Emery Adoradio.¹³

He met with and interviewed key local and international actors relevant to Jordan's anti-corruption efforts. He then conducted targeted trainings to experienced prosecutors and judges in the investigation and prosecution of public corruption cases. These two-day training sessions were anchored by case scenarios and case studies that challenged the participants to plan investigative strategies based upon certain fact patterns. Mr. Adoradio prepared a report (Anti-Corruption Assessment Report, May 2013) that discussed a number of current issues now confronting Jordan in its efforts to prevent and combat public corruption. The report addresses structural issues in Jordan's prosecution service, further training needs, the operations of Jordan's ACC, current legislation and proposed enhancements, and specialization. The report set forth a number of findings regarding the public corruption environment in Jordan and offered a number of recommendations to consider for future action. These recommendations included specific suggestions to improve the ACC, future enhancements to anti-corruption efforts, and modifications to the prosecutions function.¹⁴

5. **Anti-Corruption-Centered Study Tour to United States and Follow-Up.** Continuing from the earlier anti-corruption training focus, ROLP sponsored a study tour to the United States in June 2013 (Y5). The COP and Mr. Adoradio led 10 prosecutors and judges on the tour, during which the group examined first-hand various models of prosecution-based anti-corruption efforts. During the 10-day study tour, the Jordanian judges and prosecutors were exposed to 14 different federal, state, and local offices, representing various anti-corruption models. The study tour involved visits to units in New York, New Jersey, Maryland, and Washington, D.C. Many of these organizations are nationally recognized as being at the forefront of anti-corruption efforts in the United States.

ROLP's objective was to have the Jordanian delegation visit the American offices that would serve as models and inspiration to the Jordanian prosecution leadership as they chart a path towards tough yet fair and effective anti-corruption efforts. The prosecutors of Jordan are becoming essential players in the investigation and prosecution of public corruption in Jordan and in its prevention. Ultimately, the key milestones will be to minimize public corruption and, when detected, to swiftly and effectively investigate, prosecute, and hold offenders accountable. Public confidence in the government will grow with a strong and effective prosecution response to suspected public corruption.

The study tour experience was active and productive. Every session involved not only well-prepared and impressive presentations by each of the hosts, but each session also prompted questions from the delegation, leading to spirited discussions. The group often interjected with commentary and questions. The 16 prosecution centered anti-corruption offices that the study tour group visited were as follows:



¹³ Emery Adoradio is a veteran prosecutor who has specialized in corruption and financial crimes cases. Over the course of his career in New York City and Minnesota, he has investigated and prosecuted corrupt officials including judges, law enforcement officers, and public officials. He has also monitored and audited the anti-corruption programs of the New York City Police Department.

¹⁴ See Appendix VIII. From Emery Adoradio, Recommendations for Future Anti-Corruption Efforts. May 2013.

The study tour exposed the Jordanian judges and prosecutors to an array of well-established, time-tested, and successful prosecution based anti-corruption organizations at all jurisdictional levels in the United States. It was a robust and wide-ranging sampling of what prosecutors can do in the fight against public corruption and how prosecutors can play a crucial role in deterring such criminal activity and in acting swiftly and decisively when such criminal activity is suspected.

Feedback from the participants was uniformly positive and the entire group expressed its appreciation for the opportunity to participate.

Study tour participant Judge Amil Rawashdeh of the Amman first instance court was impressed by the “warm reception and politeness of the ROLP and USAID delegation.” He felt that it was a “perfect and fruitful program, and a well-organized tour in everything—transportation, accommodation, and timing.” Finally, he noted that the United States is a “very beautiful country.” Public prosecutor Judge Khuloud Al-Adwan of the North Amman Court was very pleased with her experience at the study tour. She stated that the “training and technical information gives us the opportunity to get familiar with and exposed to the tremendous American experience in fighting corruption.” The study tour “gave us the chance to visit different institutions and being involved with the tremendous experts in different states which gives us a variety of knowledge. This will reflect positively in our future work and performance.” Judge Asem Tarawneh, the senior prosecutor assigned to the ACC summed it up as follows: “The trip accomplished everything we expected. Great travel arrangements. Good accommodations. Fruitful field visits. The outcome is excellent.”

Jordan’s legal environment, of course, differs from that of the United States. Nevertheless, sound investigative techniques and practices are universal and can be shared world-wide. The host agencies shared their experiences and insights and engaged in productive dialogue with the group. It is now up to the judicial and prosecutorial leadership in Jordan to apply the lessons learned and determine what is right for the Kingdom.

To this end, Jordan’s prosecutors need to assess whether they are using all the tools necessary to combat public corruption, both at the investigative and trial stages. They need to determine if they are making good use of police and forensic investigative capacities. They need to determine whether they are making sufficient use of investigative techniques such as the use of cooperating witnesses and developing corroborative evidence through other witnesses, document retrieval, forensic analysis of documents and computers, electronic eavesdropping, surveillance, and undercover work. In addition, the legal and technical aspects of asset-tracing and asset recovery require specialization and a strong legal framework.

Using the various models presented during the study tour as points of reference, the judicial and prosecution leadership in Jordan may wish to chart a path of increasing prosecutorial independence and encouraging a cadre of career prosecutors who would form the nucleus of specialization, particularly in the area of anti-corruption efforts. With that framework, the fight against public corruption in Jordan will certainly advance.

In September following the study tour, Mr. Adoradio conducted a follow-up training and brainstorming session with approximately 50 prosecutors and judges. An assistant attorney general from Amman discussed the study tour from his perspective and Mr. Adoradio led the group in a discussion of the best investigative steps to take in a fact pattern of a complex corruption case. He concluded his workshop with a brainstorming session discussing many of the recommendations noted above.

6. Human Trafficking Training. Responding to a request from prosecutors for training in handling human trafficking investigations, ROLP was fortunate to engage federal prosecutor Demetri M. Jones to lead a prosecutors' training session in September of Y5. She conducted two two-day training workshops attended by a total of 40 prosecutors and judges. The training format consisted of lecture, power point presentation, case studies of U.S. prosecutions, written material, and group discussion. The written material contained the Jordanian anti-human trafficking law, the substance of the power point presentation, and hypothetical fact patterns. The hypothetical fact patterns were designed to simulate conditions and issues that might be anticipated to exist in human trafficking cases in Jordan. Simultaneous translation between English and Arabic was provided for all verbal communication and the written material was provided in Arabic.

Renovations and Material Support

In addition to the training activities, ROLP provided substantial material support to certain selected prosecution related offices throughout Jordan. This included complete renovation and refurbishment to the Amman AG's Department (which has oversight over about 80 percent of the kingdom's criminal cases) and the Chief Prosecutor General's Offices in the Amman Palace of Justice. Extensive renovations were also provided to the West Amman prosecution offices as part of the EOJ pilot project noted in the above section on Execution of Judgments. Finally, material support and upgrades were provided to the Aqaba prosecution offices.

AMMAN ATTORNEY GENERAL'S DEPARTMENT



Before



After



WEST AMMAN PROSECUTION DEPARTMENT



Before



After



AQABA PROSECUTION DEPARTMENT



Before



After



7. EXPANDING ACCESS TO JUSTICE, ENHANCING RIGHTS OF CHILDREN, AND PUBLIC AWARENESS OF THE RULE OF LAW

ROLP awarded five grants over the course of its five years of activity.¹⁵ Three of these grants were awarded to groups in YI–2 to target human rights issues related to youth and gender. Recognizing that children are a particularly vulnerable segment of the population, these grant-funded activities addressed unique challenges to a society. The youth and gender-focused grants reinforced the principle that building public awareness of human rights complements increasing access to justice. Improved access to justice for the public results in a more responsible and responsive judiciary, which leads to more positive public perceptions of the courts as the appropriate venue for dispute resolution. ROLP supported these efforts to build public awareness and respect for the rule of law and human rights to underpin efforts to improve the justice system.

During Y5 the Program requested the Justice Center for Legal Aid and its Executive Director to prepare a report—the *Access to Justice Assessment and Report*—that examined the public perception of Jordan’s justice sector and provided insights on the perceptions and realities of the public’s access to justice in Jordan today. This assessment was especially important considering that a key factor in the viability of a justice system is public trust and awareness of the availability, integrity, and effectiveness of the judiciary. The assessment provided valuable insight on how best to expand public confidence and access to justice and the rule of law in Jordan.

Acknowledging the communications and outreach power of technology (see Automation Grid in Section 4 of this Report), ROLP helped the MOJ to launch its web portal providing the public with access to information about case status, dates of scheduled hearings, minutes, and judgment summaries. Additionally, ROLP procured and distributed kiosks to further increase public access to and knowledge of court and case information, leading to increased transparency and accountability of court processes. Below is a review of some of the work undertaken by ROLP to expand access to justice and public awareness of the rule of law.

ACHIEVEMENT HIGHLIGHTS

- Conducted outreach activities to increase public awareness of the rule of law and human rights in targeted localities.
- Helped build the capacity of the judiciary to develop specific policies and protocols to deal with the media and public outreach.
- Conducted a study on public awareness of judicial functions, access to court services, access to information, and access to legal counsel, and developed an overall strategy to improve the public’s access to justice in Jordan.

A. GRANT PROGRAMS: FOCUS ON CHILDREN’S RIGHTS AND ACCESS TO JUSTICE

During YI ROLP announced it would consider proposals for grant funded projects relating to human rights issues. In response, the Program received a number of concept papers describing proposed programs related to human rights issues. ROLP awarded three grants to local NGOs to implement projects focusing on issues

¹⁵ The five grants were awarded to: 1) The Information and Research Center – King Hussein Foundation (IRC-KHF) (Project Title: Girl Child); 2) The Al-Thoria Center for Studies (Project Title: Children’s Rights Culture Dissemination in Jordanian Badia Community); 3) The National Center for Human Rights (Project Title: The Protection of Children from Domestic Violence); 4) ACJLS (Project Title: Establishing Indicators for Monitoring the Performance of the Judiciary and Using Those Standards to Strengthen the Management of the Judiciary in Jordan); 5) The Center for Defending Freedom of Journalists (CDFJ) (Project Title: Building the Capacity of the Judiciary in Media Relations). Grant projects 1, 2, and 3 are covered in this section while Grant 4 is covered in Section 3.B. on Upgrade and Streamline Court Administration and Grant 5 is covered in Section I.C. on the Judicial Council – Media and Communications Unit.

of children's rights in Jordan. The grants, amounting to \$253,484, were for the following: 1) The Information and Research Center – King Hussein Foundation (IRC-KHF) (Project Title: Girl Child); (2) The Al-Thoria Center for Studies (Project Title: Children's Rights Culture Dissemination in Jordanian Badia Community); and 3) The National Center for Human Rights (NCHR) (Project Title: The Protection of Children from Domestic Violence).

To Be A Girl In Jordan

The IRC-KHF carried out research on "To Be a Girl in Jordan: A Legal and Cultural Bias." The IRC held their first plenary conference during Y3 and revealed the findings of their study. The project's goal was to contextually map the state of the "girl child" in Jordan and determine the manner in which cultural ideology practiced by the community influences the formulation of the law. Religious, social, media, and civil society community members participated to develop practical approaches and implement methods to improve the wellbeing of Jordanian girls. Over 2000 household surveys were conducted in six governorates and collages from art therapy workshops were studied. The information gathered in the study showed clear signs of discrimination against girls from low-income households. The study highlighted that many girls are obliged to spend a significant amount of time performing household chores, listen to and obey their brothers, neglect higher education or studies of their choice (if asked by their families), and marry before the age of 18. This effort, by highlighting the challenges confronting Jordanian girls, contributed to advocacy efforts on behalf of the young girl population in Jordan.

Children's Rights in Jordan's Badia Region

The Al Thoria Center instituted a project to develop a social and institutional environment conducive to supporting children's rights in Jordan's Badia region.¹⁶ The organization undertook programs to empower children by direct engagement through workshops with children, parents, and NGOs working with children. The initiative conducted 11 field visits to eight community based organizations and designed brochures and training material focusing on "Children's Rights Culture Dissemination in the Jordanian Badia Community. The project team confronted many obstacles including visiting the scattered Badia regions over a wide and harsh terrain, difficult weather conditions, and a low level of awareness among parents. Notwithstanding these challenges, the project implementers believe that the efforts overall had a positive impact on the Badia community.

Protection of Children from Domestic Violence

The NCHR managed the "Protection of Children from Domestic Violence" project. The project aimed to raise awareness of children's rights with a focus on domestic violence issues and to advocate for the rights of children and promote the prevention of domestic violence. These activities were achieved primarily through a sustained public awareness campaign about the issues. The NCHR held 24 workshops over the course of its grant period to raise awareness of the Protection of Children/Domestic Violence. During Y3 the NCHR unveiled their children's storybook, "The City of Children" as part of their project activities. The project's goal was to raise public awareness about, and advocate for, children's rights and the prevention of domestic violence. Mohammad Jamal Amro, the storybook's author, highlighted children's rights (as stipulated in the Convention on the Rights of the Child) to education, health, playtime, and the right to express opinions. It is the first story of its kind to be published that advocates children's rights and speaks directly to children. More than 1100 copies of the book were distributed to ministries, schools, and NGOs that work with children's rights issues. Additionally, approximately 900 copies of a leaflet detailing the vision, mission, and objectives of the NGO Network for the Protection of Children's Rights in Jordan (Eidak Maii) were distributed to 61 relevant institutions.

¹⁶ Jordan's Badia region covers 80 percent of the landmass of Jordan and encompasses the entire eastern border of Jordan stretching from the north to the south.

JC's Media and Communications Office

An area of opportunity was identified to promote transparency and public understanding of the activities of the judiciary. During Y4–5 ROLP provided a grant to the Center for Defending Freedom of Journalists (CDFJ) to manage a project working with the Judicial Council's Media and Communications Office. The CDFJ had to contend with a reluctant Chief Justice and not all of the desired activities were allowed to proceed. Nevertheless, the activity broke new ground in conducting the first ever workshop for judges in Jordan on media relations and in conducting exchange meetings between judges and members of the media. This project led to the development of specific policies and protocols for the judiciary in dealing with the media and in its outreach to the public. Among their activities were the creation of a press office, the development of policies for media relations, and the provision of training for judges and journalists alike. This project focused on developing transparency of judicial operations, building public awareness, and strengthening the legitimacy of the judiciary. In further support of these activities, ROLP helped set up a new Media and Communications Office at the Cassation Court along with modest renovation and material support. The development of the Media and Communications Unit involved techniques in judicial news monitoring, report writing, and other tutorials on effective communication. The training enhanced the communication skills of the Unit's staff and aimed to improve the relationship and understanding between Jordan's media and judicial institutions. This effort will build public confidence and promote greater transparency in Jordan's judicial processes.

B. ACCESS TO JUSTICE ASSESSMENT REPORT

To improve the public's access to justice in Jordan and nurture confidence in and respect for the judiciary, ROLP commissioned an assessment study on *Access to Justice* in Jordan. ROLP hired a local consultant, Ms. Hadeel Abdel Aziz, Executive Director of the Justice Center for Legal Aid, to lead the research for the assessment and conduct a system-wide access to justice assessment in Jordan. The study addressed public awareness of judicial functions and perceptions and realities of the public's access to court services, information, and legal counsel. The resulting assessment and report provided recommendations for improvements and activities. Key findings and recommendations included:

- **Review all legislation regulating right of access to justice:**
 - Laws protecting the right to access justice are insufficient as they do not provide sufficient protection to the right. In practice, several laws are impeding this right or are not implemented.
 - *Recommendations:*
 - Amend the criminal procedure law to guarantee right to counsel starting from the moment of arrest.
 - Amend laws governing court fees.
 - Require representation by a lawyer in civil cases.
- **Improve the infrastructure of accessing justice:**
 - Although the location and geographical distribution of the courts is sufficient to guarantee accessibility, the infrastructure in many of the justice sector organizations, particularly the courthouses, are not equipped to cater to the needs of persons with physical disabilities. Also, many courtrooms are too small and do not meet the requirements of the large number of litigants.¹⁷
- **Improve capacity and communication within the Execution Department:**

¹⁷ Accordingly, the Ministry of Justice will need to address this issue consistent with budgeting priorities and perhaps donor support and prioritize the infrastructure changes.

- *Recommendation:* Review all processes and mechanisms involved in the execution of court judgments, including enhancing communication channels and improving the capacity of staff at the execution departments.
- **Support Legal Awareness:**
 - *Recommendations:*
 - Support and enhance work on legal awareness in the local communities, and continue to support the role of media in strengthening legal awareness.
 - Educate people on their rights, in general, and the right of access to justice, in particular.
- **Reduce cost of litigation:**
 - The cost of litigation and attorney fees are a major impediment to justice. People who are most impacted and denied access to the legal system are the poor, despite the fact they need legal protection the most.
 - *Recommendations:*
 - Reduce legal fees and improve and expand mechanisms for waiving or postponing fees.
 - The Jordanian justice system should seek to enhance and expand use of Alternative Dispute Resolution Mechanisms to reduce costs.
- **Expand the right to defense to cover all criminal cases starting from the moment of arrest.**
- **Institutionalize the right to legal aid and promote a system of legal aid to enhance the poor's accessibility to quality legal aid services:**
 - The Jordanian government should adopt a legal aid system that provides services to the poor in a systematic and efficient manner. Laws must be amended to guarantee right to such services and regulate the management of such a system.
 - *Recommendation:* Establish a governing entity to coordinate efforts of civil society organizations and pro-bono lawyers.
- **Increase available resources and enhance the capacity of service providers in the justice system.**
- **Enhance quality control over the justice sector services including creating an efficient mechanism for judicial inspection and complaints against judicial performance.**

8. INSTITUTIONAL SUPPORT, LEGISLATIVE DEVELOPMENT SUPPORT, AND RELATED JUSTICE SECTOR CAPACITY BUILDING AND COORDINATING ACTIVITIES

Promoting organizational changes, providing legislative expertise, and supporting judicial leaders and entities to enhance their capabilities encourages reform and progress. ROLP was ready and able to provide this support on an “as needed” basis during the course of the project. This gave ROLP the opportunity to partner with a variety of existing local and international entities to work towards the goals of good governance and strengthening the judiciary. In addition to its predominant engagement with its key counterparts, the MOJ and the JC, ROLP worked with such important institutions as the Legislative Opinion Bureau (LOB), the Jordan Ombudsman Bureau (JOB), and the Independent Electoral Commission (IEC), providing strengthening and capacity building assistance and technical expertise. ROLP also engaged extensively with international

donors including EU and UN funded-projects. ROLP worked with other USAID-funded partners including the International Foundation for Electoral Systems (IFES), the ABA, and the Civil Society Project.

ROLP helped JOB to more effectively provide services, reach out to its citizens, and provide recommendations to other public entities to improve the governance of their procedures. Targeted reorganizational and restructuring support was also provided to the LOB and the IEC. During the lead up to the parliamentary elections in 2013, together with IFES, the JC, and the IEC, ROLP supported the training of judges in handling election based complaints under the new elections law. ROLP also took the lead in organizing and hosting justice sector donor coordination meetings to ensure donor communication, cooperation, and coordination and to avoid overlaps in new or shared sector activities.

ACHIEVEMENT HIGHLIGHTS

- Conducted an assessment of the JOB and identified opportunities and recommended process improvements to enhance JOB's delivery of services to the public.
- Supported reorganization and restructuring of the LOB; revised and improved the functions and structure of LOB.
- Supported the JC/IEC in the training of judges to handle election law complaints.
- Assumed the lead on justice sector donor meeting coordination and cooperation for justice sector related activities.

A. SUPPORTING THE RESTRUCTURING OF THE LEGISLATIVE AND OPINION BUREAU

Pursuant to ROLP's plan to help build the administrative capacity of Legislative Opinion Bureau, the ROLP team, together with local organizational development and human resources consultant Muna Hakooz, reviewed the legal framework governing the LOB. The team conducted a study of the LOB, identified best practices, and drafted a tentative structure and detailed functional analysis per unit. ROLP conducted interviews with LOB employees to assess the current organizational performance and revise the organization's functions. The study resulted in a proposed organizational structure for the LOB containing a detailed functional analysis. ROLP additionally retained consultants to address such key components of LOB operations as: 1) registry and filing business process reengineering; 2) restructuring LOB files; 3) capacity building and human resources; and 4) training coordination. Mohammed Amawi, the short-term business process reengineering consultant from Amman, streamlined the incoming and outgoing correspondence registry of the LOB to ensure the efficient management of files. The Program provided its IT team to manage the software contract and ensure proper implementation of the LOB website redesign project. Over the months through Y4 and into Y5, ROLP staff, Ms. Hakooz, and Mr. Amawi led a complete revamping of the systems, processes, and policies including the standard operating procedure of the LOB. Ms. Hakooz also provided LOB an amended organizational LOB bylaw. Follow-up activities included assistance in designing a training plan, assistance in the implementation of the staffing process, and organization of training in areas such as legislative drafting and negotiation skills. The ROLP team also prepared and delivered training for the staff to implement the new processes and procedures.

B. JORDAN OMBUDSMAN BUREAU

During Y2 ROLP contracted with Al Jidara Consulting to strengthen the capacity of the JOB. The JOB investigates complaints from aggrieved persons against public administration entities and attempts to resolve disputes on an amicable basis and/or recommend corrective action, where necessary. Al Jidara conducted an “as-is” assessment of JOB’s operations to identify opportunities and recommend process improvements to enhance JOB’s delivery of services to the public. The report suggested implementation of communications activities that boost internal communications, use of messaging, and creation of a website.

ROLP continued to collaborate with Al Jidara to develop recommendations to further enhance the capacity of the JOB. Recommendations regarding institutional development, procedures reengineering, human resources, capacity building for staff, department mergers and clarification of the procedures of the complaint process were all highlighted. ROLP consultant Ms. Muna Hakooz, provided a new organizational structure of the JOB and Al Jidara was tasked to prepare a proposal to enhance the capacity of the complaints handling process and streamline its procedures.

ROLP developed and provided JOB with a revised organizational structure and assisted in its implementation. To facilitate efficiency in JOB’s office procedures, ROLP developed a process procedures guide that included the creation of three specialized units to help investigate case complaints.



C. PROVIDING AD HOC TECHNICAL ASSISTANCE AND SUPPORT TO GOVERNMENT AGENCIES

Legislative Efforts

Building legislative capacity and encouraging legislative changes through Jordan’s legislative process provided opportunities for ROLP to engage a wider array of government counterparts. Democratic legislative changes are not always quickly accomplished and certain ideas may take years to take root and gain the necessary parliamentary approval as legislation. In addition to legislative amending efforts conducted in Y4–5 in conjunction with the JC (discussed above), ROLP was also called upon to engage in legislative support in the following areas:

- **Civil Procedure Reform.** At the request of the MOJ, ROLP provided assistance in drafting proposals for legislation that would improve civil proceedings. ROLP engaged with international consultants to provide the necessary expertise and the proposals ultimately incorporated their input. The amendments were proposed to improve the efficiency of civil proceedings to reduce the workload of courts, improve the notification process of legal proceedings, and provide a viable legal framework for case management. Recommendations included empowering judges to order mandatory mediation sessions and amending the procedures relating to the appeals process. Such proposals are still pending.

- **Providing technical assistance on an ad hoc basis.** ROLP was occasionally called upon to provide assistance and support in developing strategies and new ideas for specific issues. For instance, ROLP assisted the MOJ and the Ministry of Industry and Trade (MIT) in developing possible solutions for cases involving fines imposed for industrial and mercantile infractions particularly relating to the issue of collecting these fines. ROLP also joined with the Civil Society Program, the Ministry of Social Development, and the International Center for Non-Profit Law to study and conduct research on the NGO law to identify the gaps and priorities of NGOs “needs” and thereby improve the NGOs’ role in civic participation
- **Ministry of Justice Legislative Technical Support.** ROLP engaged the services of local consultant Qasem Abdo, an expert in legislative drafting, to provide the government with technical assistance in conducting research and drafting laws on behalf of the Ministry of Justice and the GOJ to be referred to parliament. In addition, Mr. Abdo presented a research paper on the challenges facing legislative drafting in Jordan. He was also part of a team that developed a manual for legislative drafting.

Institution Building and Support

- **Support to MOJ for Institutional Integration of a New Department.** During Y2–3 legislative enactments under the State Cases Directorate Law of 2010 relocated the State Cases Directorate (the office responsible for cases affecting the GOJ and the treasury) from a department within the judiciary to a directorate under the ambit of the MOJ. ROLP was requested to assist in developing an organizational plan for the MOJ to accomplish this mandated restructuring. Accordingly, the ROLP engaged local consultant Muna Hakooz, who assisted the MOJ leadership in developing a plan for an organizational structure and job descriptions to accomplish this institutional integration.
- **Support to the Registry of Societies.** During Y2–3 ROLP, in conjunction with the Ministry for Social Development, assisted the Registry of Societies in redrafting regulations and directives that govern societies and their registration by amending the Articles of Association template in accordance with the wishes of the Registrar. General provisions that govern anti-money laundering and anti-terrorism obligations were incorporated into the amended articles. The Council of Ministers endorsed the directives proposed by ROLP without amendments.

D. PARTNERSHIPS WITH OTHER JUSTICE SECTOR ENTITIES

Independent Electoral Commission and the International Foundation for Electoral Systems – Training and Institution Building

At the request of USAID, ROLP provided support to the IEC and its USAID funded support partner, IFES, in training judges to handle election law complaints. Under new legislation, the IEC had oversight over the parliamentary elections of January 2013. In addition, ROLP was asked to partner with IFES in providing institutional development support to the IEC. ROLP engaged consultant Muna Hakooz to develop human resources standards and policies for the IEC. A selection and recruitment manual was also prepared including forms, recommendations, and guidelines. Ms. Hakooz also assisted the IEC by providing best practices on different topics such as working hour regulations, disciplinary actions, and archiving systems. Her efforts culminated in a comprehensive human resources policy and procedure manual.

ABA Project and Incoming Class of Future Judges

During Y5 ROLP partnered with the ABA project in supporting activities for the incoming class of the Future Judges Program. ROLP provided logistical support for a number of gatherings of the incoming class

(approximately 65 participants) in plenary session. The sessions dealt with anti-corruption efforts (presented by ROLP's COP and consultant Mr. Emery Adoradio), gender-sensitive issues, visits to prisons, and a session on local and international perspectives of prosecution presented by ROPL's COP.

Study Group – Focus on the NGO Law

ROLP joined with the Civil Society Program, the Ministry of Social Development, and the International Center for Non-Profit Law to study and conduct research on the NGO law to identify the gaps and priorities of NGOs "needs" and thereby improve the NGOs' role in civic participation.

Justice Sector Donor Coordination

Over the course of Y4–Y5, ROLP organized and hosted a number of justice sector sub-group coordination meetings attended by entities implementing and funding justice related projects. This included the USAID funded ABA program and ROLP, representatives from the British, French, German, Spanish, and Dutch embassies, and representatives from the EU delegation and EU funded justice projects. The various project leaders met to explain their respective current and projected activities to facilitate cooperation, communication, coordination, assure consistency, and avoid duplication.

9. DEVELOPING PROGRAMMING OPPORTUNITIES

A. HUMAN RIGHTS ASSESSMENT REPORT – JUNE 2010

During Y2 USAID requested that ROLP sponsor and undertake a study of the status of human rights programming in Jordan, including an assessment of existing human rights activities across the donor community and identification of the needs and opportunities to further develop this sector. ROLP assembled a team of international and local consultants in the field of human rights who, in June 2010, conducted a study of the human rights sector in Jordan, assessed the environment in which elements of human rights exist, identified programming opportunities, and made recommendations for possible interventions. The team reviewed issues including labor, gender, children, juvenile justice, race, age, sexual orientation, and detention. Gender emerged as a key issue. The team also recommended a standalone human rights program with three primary elements: awareness; protection; and representation. The report offered 29 recommendations for possible further action and intervention in the future.

B. JORDAN JUSTICE SECTOR ASSESSMENT REPORT AND RECOMMENDATIONS – APRIL 2011

Early in Y3 ROLP was requested to prepare a report that examined future programming opportunities to assist in planning activities for ROLP's two option years. The aim of the report was to give direction to future USAID support for improving the delivery of justice in Jordan and to identify areas ripe for continued justice sector development. A group of local, regional, and international experts and consultants under the direction of Joseph Traficanti (a retired New York State judge) conducted a study and submitted its report in April of 2011. The report presented a summary of the current status of the Jordanian justice sector, challenges to justice sector reform, and recommendations for reform.

C. NEW ACTIVITY PLANNING IN LIGHT OF ARAB SPRING AND CONSTITUTIONAL AMENDMENTS

Closely following the April 2011 assessment report and in response to rapidly unfolding developments occasioned by the Arab Spring, USAID requested ROLP to further examine opportunities for justice programming and development that may have emerged. ROLP welcomed Ambassador James Michel in July to further explore the reform prospects of Jordan's justice system, particularly in light of the Constitutional reforms recently prepared.

Ambassador Michel conducted research during June and July of 2011 to "explore the prospects for accelerated justice reform in Jordan." The research efforts culminated in preliminary reports and a more comprehensive report submitted in September 2011 entitled *Report on the Likely Impact on the Administration of Justice of the Constitutional Amendments Recommended by the Royal Committee on Constitutional Review*.

Ambassador Michel's reports solidified ROLP's positioning and capacity to help make an important and meaningful contribution to Jordan's efforts for constitutional reform for the scope of proposed project work to begin in the coming months. Ambassador Michel observed that although significant progress had been made in the modernization of the courts, there remained a recognized need for fundamental policy and structural reforms to institutionalize the independence, accountability, integrity, competence, and fairness of the judicial system. The issues of greatest concern in Jordan's legal system included: the lack of institutional independence and accountability; inadequate institutional capacity and competence; and insufficient access to timely and nondiscriminatory justice, including a lack of affordable legal representation. Ambassador Michel made various specific strategic recommendations for ROLP going forward.

CONCLUDING OBSERVATIONS & COMMENTS



PROGRAM IN REVIEW – CONCLUDING OBSERVATIONS

The above research and study efforts informed the thinking and planning that resulted in the technical proposal submitted by Tetra Tech DPK, which formed the basis of ROLP's option years task order.

The five years of ROLP coincided with a time of rapid and significant changes in Jordan. The region's experiences with the Arab Spring, turmoil whipping through neighboring countries, the influx of refugees, amendments to Jordan's Constitution, and parliamentary and local elections, have all placed enormous pressures on Jordan's institutions. And the pressures continue. With the fast pace of change as a backdrop, ROLP saw its initial focus on court modernization through automation and process development pivot towards building a stronger and more independent judiciary. Accordingly, ROLP deepened its engagement with the Judicial Council (JC) and its new administrative units and at the same time centered its training efforts to improve the skills of Jordan's prosecutors.

Overall, ROLP and its judicial counterparts joined in a fruitful effort to modernize and strengthen Jordan's courts and judiciary. Its first three years were spent building on the efforts of the predecessor MASAQ project in further modernizing Jordan's court systems and judicial processes. ROLP completed the automation of all of Jordan's courts and linked the entire court system together into a national network resulting in a judiciary more responsive and accountable to its leadership and the public it serves. ROLP brought forth improvements and upgrades to the state of the art *Mizan* automated case management system while at the same time working to create a growing cadre of IT specialists within the MOJ to sustain its new technological capacities into the future. Apart from the increased efficiency and strengthened management tools that accompanied the modernization efforts, ROLP and the IT staff at the MOJ mapped a future course of action based on prior experience and projecting its technology needs into the future.

Increased transparency and accessibility accompanied the technological advances introduced into the judiciary. Jordan's public has gained greater access to the courts through the informational online web portals and touch screen kiosks located throughout the courthouses and a new publicly accessible website recently set up for the JC. This website not only provides the public with further information streams regarding the judiciary, it also provides the judiciary with an "in house" means of communication and information exchange within the judiciary.

Other Program accomplishments include the establishment of a Technical Office for the Cassation Court, a significantly expanded legal reference library for the Court, and the launching of a periodic gazette of recent cases and judgments from Jordan's highest court.

ROLP invested considerable time and effort in developing the JC, which over the years of the project took strides towards establishing meaningful independence for Jordan's judiciary. Administrative support units were created with staffing to manage judicial affairs, planning and reporting, and specialization and training. In addition, the recent creation of a Media and Communication Office within the Planning and Reporting Unit will lead to improved relations between the judiciary and the media, allowing for an improved flow of information to the public. The growth of the JC into an independent and viable managing organ for the judiciary was manifested by its publication of its strategic plan, *The Strategy of Building—2012–2014*, and its comprehensive *Annual Reports for 2011 and 2012*.

ROLP also provided automated systems to these administrative units to allow them to access necessary judicial data providing meaningful information for the annual reports as well as to facilitate personnel management.

ROLP collaborated with the JC and the MOJ to develop other activities to strengthen the judiciary. Activities

included training court administrators for more effective court management, developing better and more efficient work processes in the daily workflow of the courts, renovations and process reengineering for the Notary Public, and a pilot program to improve execution of civil and criminal judgments. This pilot project led to material support and renovations at the Zarqa and West Amman courts and a comprehensive review of execution of judgment processes and accompanying recommendations for future action. ROLP also worked with the Judicial Inspection Unit, providing a training workshop, material support, and automation upgrades to strengthen this important quality-control component.

Responding to changing circumstances, ROLP redirected a significant part of its efforts towards upgrading Jordan's prosecution service. Material support and targeted renovations of prosecution related offices were combined with training focused on developing prosecution investigative skills, crime scene management techniques, financial crimes, human trafficking, and public corruption investigations. Adding emphasis to the anti-corruption theme, ROLP sponsored a 10-day study tour of Jordan's prosecution leadership to the United States. The group visited sixteen prosecution centered anti-corruption units at the federal, state, and local levels in New York, New Jersey, Maryland, and Washington, D.C.

TAKE-AWAYS

- **Technical staff in the field.** Not surprisingly, the essential ingredient to a program's success is the quality of its staff. ROLP greatly benefited from its local and regional technical staff, who had strong credibility with our client and our local counterparts. This was due in large part to their collective experience in rule of law programming in Jordan and the region. With this credibility came ready access to our counterparts. ROLP's staff was able to navigate the institutional and personal obstacles that arose and, together with our counterparts, they developed strategies and plans to reach the goals of the project. Furthermore, working with an engaged, well-informed, and creative client (Contracting Officer's Representative) made the working environment that much better. ROLP's experience reinforces the notion that strong staffing the field is essential and should always remain a priority.
- **Administrative Support.** Another important element in a program's success is the administrative support in the field and the home office. ROLP enjoyed a strong financial and administrative staff that worked well with the program officers at the home office to support and facilitate the activities in the field, always mindful of the budgeting and procurement requirements and policies of USAID and the home office.
- **Flexibility.** All projects will encounter obstacles to planned programming. Some obstacles can be fairly anticipated and others may come as a complete surprise. The ability of a project to adapt to these obstacles and to move forward with creative solutions is essential. The ability of the staff to approach the client and the counterparts with solutions to alter course as needed is an important ingredient in a programs' success. Strong relationships between the counterparts, the client, and the implementer are crucial. A standout example of flexibility and adapting to changing conditions is the *Jordan Justice Sector Assessment Report and Recommendations*, which was commissioned by USAID and carried out by ROLP midway through its five-year term (April 2011). This assessment took into account the current status of Jordan's justice sector, examined challenges to justice sector reform, and parlayed this into recommendations for future action consistent with the broad objectives set forth in the task order. Consequently, future programming for ROLP in its option years drew substantially from this well-conceived activity.

- **Counterpart Commitment to the Project's Goals and Activities.** During the planning and launching stages of a project, the client/donor and project implementer should obtain assurances of interest and cooperation. This is an obvious yet elusive task and can place the client and project implementer in a sensitive position. Conditions on the ground are invariably fluid and leadership may change, resulting in disruption of planned activities. ROLP experienced this disruption in several of its activities. The mediation effort and the pilot program for managing complex cases were halted mid-stream "pending new legislation." During the two option years, considerable planning and funding was allocated to supporting the new mandate creating a Constitutional Court. ROLP and USAID repeatedly contacted Jordan's decision makers with a willingness and ability to support this effort, yet to no avail. The client and implementer and local counterparts would be well advised to continuously explore and consider mechanisms to maximize the probabilities of continued and consistent counterpart commitments.
- **Necessary Legislative Framework.** A project's activities invariably consist of the institutional or process changes. Such changes may require a legal framework in order to advance. Before committing resources to such efforts the necessary legal framework should be in place. At the very least, the process towards the adoption or ratification of such needed legal framework should be a precondition to the allocation of such resources. This will minimize the type of disruption confronted in the mediation and complex-case programs noted above. We must recognize, however, that supporting legislative action is an area that must be approached with great caution as it may arouse local sensitivities and may in fact lead to local push-back and result in an unintended "boomerang" effect.

CONCERNS

- **Shifting Counterparts and Lack of Continuity in Leadership.** Due in part to programming changes but also in part to high turnover in the local judicial leadership, ROLP was confronted with "shifting counterparts." At the program's outset, ROLP's key counterpart was the MOJ. With the advent of a strengthened JC, ROLP tended towards the JC (headed by the Chief Justice). Within one year (spanning Y3–4) ROLP worked with three different Chief Justices, each having a distinct outlook on the respective roles of the MOJ and the JC and each with differing levels of commitment to judicial independence and the needs of the judiciary. Complicating this was the persistently high turnover of leadership of the MOJ. With Jordan's purported acceptance of the concept of judicial independence, the roles of the JC and the MOJ became blurred in terms of exercising judicial authority. By the end of the program, the MOJ had once again become ROLP's key counterpart. These changes in the operational environment of a project present challenges perhaps best addressed by a program that is flexible and by a strong local technical staff as noted above.
- **Defining Key Terminology: Judicial Independence.** A term or concept may be so central to a project's activities that there is a risk of engendering confusion if the term is not well defined, leading to differing interpretations and confusion. In the ROLP experience, "judicial independence" is such a term. There are a host of models and expectations that can fall under the rubric of "judicial independence." To avoid confusion, the key players are advised to reach a common understanding of what is meant by such terminology.
- **Strengthening the Prosecution Service.** As noted in the body of this report, Jordan's prosecutors are deemed a part of the judiciary. During the course of the project, USAID indicated its desire to see greater specialization in Jordan's prosecutors, and particularly in the field of anti-corruption. Jordan's

prosecutors appear to be fully supportive of this area of specialization and ROLP provided programming to create solid foundations for advancing this specialization. Unfortunately, the institutional structure of Jordan's prosecutors within the judiciary as it currently exists creates an insurmountable obstacle to achieving this specialization (or any other specialization). There is no career track for Jordan's prosecutors and reassignments occur frequently, and, in the minds of some, arbitrarily. Seniority advancement through the ranks of the judiciary does not take into account service as a prosecutor, thus rendering service as a prosecutor almost meaningless. There exists a core of prosecutors who yearn for reform in this regard and would very much like to see a professional career path of advancement for prosecutors. A law on prosecutors addressing some of these concerns was rejected in parliament in 2010. Training and study tours are fruitful and can provide a good foundation, but there is no substitute for continuity and experience, particularly in challenging and complex specializations such as corruption and financial crimes.

- **Targeted Training: Participant Selection.** Participant selection for training is often left to the discretion of the JC and specifically the Chief Justice. ROLP recommends that participant selection be left to those more intimately associated with the training topic. For instance, training in investigative techniques for prosecutors is obviously most suited for those who are in fact currently prosecutors and will be prosecutors for a significant time. Likewise, joint trainings consisting of police investigators and prosecutors are much more effective and meaningful than training to each audience separately. Effective and modern investigations in complex and serious cases require a team approach where the efforts of both police and prosecutors are coordinated and planned together. We experienced reluctance—indeed, prohibition—on the part of our client, due to interpretations of Congressional enactments, to allow us to provide joint trainings between police and prosecutors on investigative techniques. Training prosecutors without the presence of their investigative partners should be addressed and, to the extent possible, waivers or special permission from USAID authorities should be sought during the planning stage.
- **Admission to the JIJ.** The Future Judges Program and the Judicial Studies Diploma Program carried out by the JIJ need ongoing support into the future. Essential to its successes has been its merit-based admission process. Over recent years these programs have had an enormous positive impact on the significant increase of women brought into the program and consequently, the number of women judges. As a cross-cutting initiative, incentives—in whatever form—to continue these programs and to maintain the merit-based selection criteria should be promoted.
- **Future Local Budget Priorities: Sustaining the IT systems.** USAID and ROLP have invested significant resources to develop automation and technology based operating environment in the courts as a key element is supporting Jordan's judiciary. As noted in the section of this report dealing with the report on the long-term IT needs of the MOJ, a significant area of concern is adequate budgetary support by the government to keep the system functioning and upgraded as needed. Project programming aims for sustainability but the local commitment and will to support the improvements that have been implemented must be forthcoming and consistent. In addition to the budgetary issue, the IT staff that has developed the expertise to operate and maintain the systems in place suffers from high turnover. Staff retention and adequate funding are issues that, unless adequately addressed, jeopardize the future viability of the automation of the courts.
- **Execution of Judgments Improvements.** Notwithstanding the attention that ROLP has given to the execution of judgments (EOJ) process, this is an area where much work needs to be done. The experience of the ROLP pilot projects at the Zarqa and West Amman courts resulted in a comprehensive study describing the current state of affairs. (It is reasonable to conclude that the experiences of the Zarqa and West Amman courts and prosecution offices fairly reflect the situation Kingdom-wide.) The pilot projects offered a host of recommendations to improve the process. The judicial leadership is

APPENDICES

APPENDICES

I	ROLP Procurements
II	ROLP Renovations
III	International Training Consultants (USN and TCN)
IV	Host Country National training consultants (HCN)
V	ROLP sponsored workshops and trainings
VI	Mizan Platform Explanation
VII	Study Tour – Site Visits
VIII	Anti-Corruption Recommendations
IX	Final PMEP (Y5) – This will be provided in a separate submission as a supplement to this final report

APPENDIX I

ROLP Procurements (2008-2013)

1. P-2009-05: ITIL “Information Technology Infrastructure Library” Training for the MOJ IT Staff.
2. P-2009-06: MIZAN Software Maintenance Services.
3. P-2009-07: IT Software Development Services.
4. P-2009-19: Furniture & Equipment for W.Amman Court – IT Office.
5. P-2009-38: IT Software Development Services.
6. P-2009-42: Kerak Court Furnishing.
7. P-2009-49: Kiosks for the MOJ’s Public Inquiry.
8. P-2009-52: Specialized Training Services for the Jordanian Court Administrators.
9. P-2009-53: Photocopier for the JJJ.
10. P-2009-56: Irbid Court Furnishing.
11. P-2009-58: Computer Skills Training for the Jordanian Court Administrators.
12. P-2009-59: Process Re-Engineering Support of Administrative Court Functions & Procedures.
13. P-2009-66: Furnishing of the Case Management Department at the NPOJ.
14. P-2009-67: Blade Servers for MOJ E-Portal Project.
15. P-2009-69: Furnishing of the Mediation Department at the Salt Court.
16. P-2009-77: Printing MIZAN Brochure.
17. P-2009-79: MSU Court Administration Online Certification.
18. P-2009-81: Printing of the Court Administration Practice Guide.
19. P-2009-82: LCD Screen for the Mediation Department at the NPOJ.
20. P-2009-85: Printing of the Court Administration Manual.
21. P-2010-89: Planning & Management of the 2nd Judicial Conference at the King Hussein Bin Talal Convention Center – Dead Sea, Jordan.
22. P-2010-90: Public Relation & Media fir the Judicial Conference.
23. P-2010-92: Interpretation for the JUST Conference.
24. P-2010-94: Production of the Conference Materials.
25. P-2010-95: Tickets for the Conference Guests.
26. P-2010-96: Venue & accommodation for the JUST Conference.
27. P-2010-97: Transportation for the JUST Conference Participants.
28. P-2010-98: LCD and DVD Stands for the NPOJ, Al-Salt & Irbid Courts.
29. P-2010-101: Touch Screen for the NPOJ Kiosks.
30. P-2010-103: Centerpieces for the Main Table (JUST Conference).
31. P-2010-105: RAM Chips for the MOJ Data Center Servers.
32. P-2010-106: Counter for the Execution Department at the West Amman Court.
33. P-2010-108: Dashboard Servers.
34. P-2010-109: Wireless Internet Services for the JJJ.

35. P-2010-112: Judges Field Trip to Cairo, Egypt.
36. P-2010-115: Additional Power Supplies & Fans for the Blade Servers.
37. P-2010-117: Fiber Cables for the Dash Board Servers.
38. P-2010-118: Software Development for the Judicial Council – Judges Affairs Unit.
39. P-2010-126: Queuing System Programming at the NPOJ.
40. P-10-127: North Amman Court Voice Paging System.
41. P-2010-128: MOJ Website Development for E-Portals.
42. P-2010-132: Jordanian Ombudsman Bureau – Strategic Planning.
43. P-2010-133: Establishment of the Cassation Court - Technical Office.
44. P-2011-135: Notary Public Brochures & Posters Designing & Printing.
45. P-2011-141: North Amman Court Renovation & Furniture.
46. P-2011-142: Civil Judgment Execution Department Computer Equipment.
47. P-2011-143: West Amman Court Voice Paging System.
48. P-2011-144: Queuing Systems for the Notary Public Departments.
49. P-2011-145: DDR2 Ram for the NPOJ Lab.
50. P-2011-147: North Amman Court Warehouse Renovation.
51. P-2011-151: English Language Courses for the JDP Students.
52. P-2011-152: Judicial Council Sound System.
53. P-2011-153: Expansion of the Cassation Court Technical Office.
54. P-2011-154: English Language Courses for 100 Judges.
55. P-2011-155: Notary Public Departments' Panels.
56. P-2011-157: IT Applications Software Development.
57. P-2011-158: NPOJ – Administrative Units Renovation & Furnishing.
58. P-2011-159: IT Training for the MOJ IT Staff.
59. P-2011-160: Misc. Construction Work (North Amman Court & Administrative Units).
60. P-2011-161: Furniture for the North Amman Court.
61. P-2011-162: Judicial Council Newsletter – Designing & Printing.
62. P-2011-164: Al-Qistas Subscription – Legal Search Engine.
63. P-2011-165: Development of the Judicial Council Website.
64. P-2011-166: Delivery of the Judicial Council Newsletter.
65. P-2011-167: Judicial Council Strategy Booklet – Designing & Printing.
66. P-2012-172: Judicial Council Strategy 2012-2014 – Designing & Printing.
67. P-2012-173: Extension to the English Language Courses for the JDP Students.
68. P-2012-174: MIZAN Software Development Services.
69. P-2012-175: Honoring the Female Judges on Women's Day March 08, 2012.
70. P-2012-177: Printing of the Judicial Council 2011 Annual Report.
71. P-2012-178: Data Migration of Al-Ruwaished & Al-Jafer Courts.
72. P-2012-181: IT Equipment for the Execution Department at the Zarqa Court.
73. P-2012-182: Furnishing of the Execution Department at the Zarqa Court.
74. P-2012-183: Expansion of the Cassation Court Technical Office.
75. P-2012-184: Judicial Inspection Directorate Furnishing & Equipping.

76. P-2012-185: Zarqa Palace of Justice Furnishing & Equipping.
77. P-2012-186: Equipment for the Attorney General Departments in Amman & Irbid.
78. P-2012-188: English Language Courses for the Jordan University Law Students – Tatweer Program.
79. P-2013-191: West Amman Court – Civil Execution Department: Construction & Building Materials, Furnishing & IT Equipment.
80. P-2013-193: Misc. IT Equipment for Maan Attorney General Department, Judicial Inspection Directorate, Chief Justice Office & the Administrative Units.
81. P-2013-194: Establishment of the Media Office at the Judicial Affairs Unit – Cassation Court.
82. P-2013-195: Establishment of the Cassation Court Technical Office Library.
83. P-2013-197: Knowledge Transfer Training for the IT Unit – MOJ.
84. P-2013-198: Prosecution Offices (Amman & Aqaba) Renovation, Furnishing & IT Equipping.
85. P-2013-199: Misc. IT Equipment for the MOJ.
86. P-2013-200: Printing of the Cassation Court Gazette – 1st Edition.
87. P-2013-201: Data Linkages to the MOJ Data Base.
88. P-2013-202: Partial Sponsorship for 5 Judges to attend the MFD Forum.
89. P-2013-203: Data Center Hand Over to the MOJ IT Department (Training & Hardware).
90. P-2013-204: MIZAN Software Development Services – Access Control Enhancement.
91. P-2013-205: Printing of the Judicial Council Annual Report Summary.
92. P-2013-206: Translation Services for the Anti Corruption Study Tour in the USA – June 2013.
93. P-2013-207: Dixon Shelves for the Cassation Court Technical Office.
94. P-2013-208: Amman Court of Appeal – IT Equipment.
95. P-2013-209: Cassation Court – Media Office Renovation.
96. P-2013-210: Printing of the Judicial Council 2012 Annual Report.
97. P-2013-211: JIJ Furnishing & Equipping.
98. P-2013-212: Royal Integrity Commission – Governorates Visits – Logistics.
99. P-2013-213: MIZAN Software Development Services – Further Enhancements.
100. P-2013-216: IT Equipment for the First Instance Courts & The Conciliation Courts.

APPENDIX II

ROLP Renovations

- North Amman Court Renovation (2011)
- North Amman Court Warehouse Renovations (2011)
- Amman – Palace of Justice – Administrative Units (2011)
- Amman Attorney General Offices (2013)
- West Amman – Civil Execution of Judgments Addition (2013)
- West Amman – Public Prosecution Office (2013)
- Aqaba – Public Prosecution Office (2013)
- Cassation Court – Media and Communications Office (2013)

APPENDIX III

International Training Consultants (USN and TCN)

USN Consultants (2008 – 2013)	Consultancy Title
Amy Hagan	ROLP Small Grants Program Manager
Moira Rowley	Court Administration Assessment and Work Plan Design & Building Capacity of Court Administrators – Mentoring Program
Lynn Cole	Court Administration Assessment and Work Plan Design
Joseph Traficanti	Court Administration Assessment and Work Plan Design & Justice Sector Needs Assessment
Demetri Jones	Human Trafficking Training
Donald Cinnamond	Building Capacity of Court Affairs Unit at MOJ and Court Administrator Mentoring & Court Administration Training for Chief Judges
Emery Adoradio	Anti-Corruption Expert and Trainer Consultant
Ernest Friesen	Define Enhancement Requirements for the Civil Case Management Departments and Case Complexity Study Design
Benjamin Allen	Human Rights Assessment
Taghrid Khuri	Human Rights Assessment
Isabel Cumming	Financial Crimes Training Specialist
Jan Bouch	Court Administration Training Program Development & Develop Court Administrator Core Competencies Training Curriculum & Develop Curriculum and Lesson Plans for Intermediate and Advance Levels of the Court Administrators Training Programs
Steve Bouch	Court Administration Training Program Development & Delivering the case management course as part of the Court administration Professional training & Develop Curriculum and Lesson Plans for Intermediate and Advance Levels of the Court Administrators Training Programs
Clifford Wallace	US Judicial Representative to the Second Judicial Conference of Jordan
James Michel	Encourage and Facilitate the Development of a Locally Owned Plan for Reform of the Justice System of Jordan
William Davis	Justice Sector Needs Assessment & JUST Strategy Planning Advisor & JC Admin. Strengthening / Judicial Independence Strengthening & Judicial Inspections Expert
Laurel Beeler	Overview of Federal Prosecutions in the United State From Investigation to Trial Includes Constitutional and Statutory Framework

USN Consultants (2008 – 2013)	Consultancy Title
Lisa Bentaieb	Communications Specialist
Loraine Arkfeld	Define the Role and Scope of Responsibility of Court Administrators
Lynn Cole	ADR Assessment and Work plan Design & Develop Mediation Training Course for Attorneys
Pat Noonan	Develop Public Prosecutor Specialization Program
Mike Hogan	Court Administration Training for Chief Judges
Mike Vikdal	ITIL Management Advisor
Miriam Smith	Electronic Media Legal Expert
Ousama Saffa	Special Training Sessions 1# with Conciliation Judges & Advanced Mediation Training & TOT Mediation Training
Paul Scoggin	International Prosecution Consultant
Robert Carolan	Constitutional Court Consultant.
Tom Brady	Define the Role and Scope of Responsibility of Court Administrators and Develop a Court Administration Practice Guide.
Mark Lasser	Anti- Trafficking in Persons Law Strategic Planning
Glenn Robinson	Justice Sector Assessment
Moir Rowley	Court Administration Processes
Abbey Wiltse	ITIL Management Advisor
Pieter Cronje	Anti- Trafficking in Persons Law Strategic Planning
Richard Sondejker	Anti- Trafficking in Persons Law Strategic Planning
Dirk Ehlert	Designing an Enhanced Case Management Model for Jordan
Rolf Buelter	Designing an Enhanced Case Management Model for Jordan
Nabil Isifan	JC Admin. Strengthening Implementation

APPENDIX IV

HCN Training Consultants (2008 – 2013)

1. Abdel Aziz Hammouri – IT Applications Software Development.
2. Ahmad Ziyadat - Defining the Role and Scope of Responsibility of the Court Administrators.
3. Ashraf Odwan - Assist MOJ and JIJ in administrating the Future Judges Fund by providing academic supervision to the Fund's students enrolled in the University of Jordan.
4. Ashraf Al-Badarneh - MIZAN database administration services.
5. Basel Saliba - Court Administration Program Level 2 Module 1 / Introduction to Leadership.
6. Diala Khamra – Grants Advisor.
7. Fateh Mansour - Judicial Council Planning & Development Administrative Unit Media Advisor.
8. Ghazi Al-Thunabat - Investigative Skills Training - Crime Scene Management and Forensics for Prosecutors.
9. Hadeel Abdel Aziz - Court Administration Program Level 2 [Module 6 / Business Analysis/Unit One.
10. Hamed Abdallah - Training in Strategic Planning to Judicial Council Administrative Units Team.
11. JCLA - Access to Justice Assessment
12. Jumana Abdel Aziz - Design and Development of Communications Materials That Support the Judicial Authority Strategic Plan.
13. Kamal Mirza - Developing ROLP Web site and other communication and outreach publications in Arabic.
14. Kara Whitman - English content writing services.
15. Lama Asmar – Technical Reporter.
16. Lama Kamal - Judicial Institute Facility Renovation Design Review.
17. Mohammad Faouri - Court Administration Program Level 2 [Module 4 / building effective work team.
18. Mohammad Nammour - Introducing Alternative Sentencing and Sentence Enforcement Judge Principles in Jordan
19. Mohammad Olwan - Define the Role and Scope of Responsibility of Court Administrators & Human Rights Assessment.
20. Mohammad Oweis - Logistics Coordination Assistant.
21. Mohammad Amawi - Institutional Strengthening of the Legislative and Opinion Bureau & Gap Analysis for the Execution Department
22. Muna Hakooz - Assist the Ministry of Justice implement the “State’s Cases Directorate Law of 2010 & Provide Institutional development and support to the Independent Electoral Commission
23. Nancy Fashho - Review of Legal Amendments Requirements to Enhance Case Management & General Legal Consultancy and Advisory Support & Human Rights Assessment.
24. Nermeen Obaidat - ROLP & Judiciary Communications Strengthening & Judicial Council Administrative Units Communications & Media Strengthening

25. Nuha Shanableh - Court Administration Program Level 2 [Module 3 / Human Resources and Module 5 / Planning and Budget.
26. Omar Ababneh - Support Implementation of Process Enhancement at the Criminal Evidences Warehouse & West Amman Court.
27. Hassan Jokhaddar - Define the Role and Scope of Responsibility of Court Administrators & Senior Legal Advisor
28. Salah Soubani - Judicial Council Planning & Development Administrative Unit Statistician.
29. Saleh Obaidat - MOJ Liaison with Civil Service Bureau.
30. Suhaib Jaber - consultation and advice to ROLP on all aspects of ROLP IT and automation activities as requested by ROLP – COP.
31. Issam Al-Sharif - Development of rules and regulations to support the implementation of the Societies Law.
32. Reem Abu Hassan - Human Rights Assessment.
33. Ziad Abbasi - Court Administration Program Level 2 [Module 2 /Effective Management.

APPENDIX V

ROLP Workshops & Trainings (2008-2013)

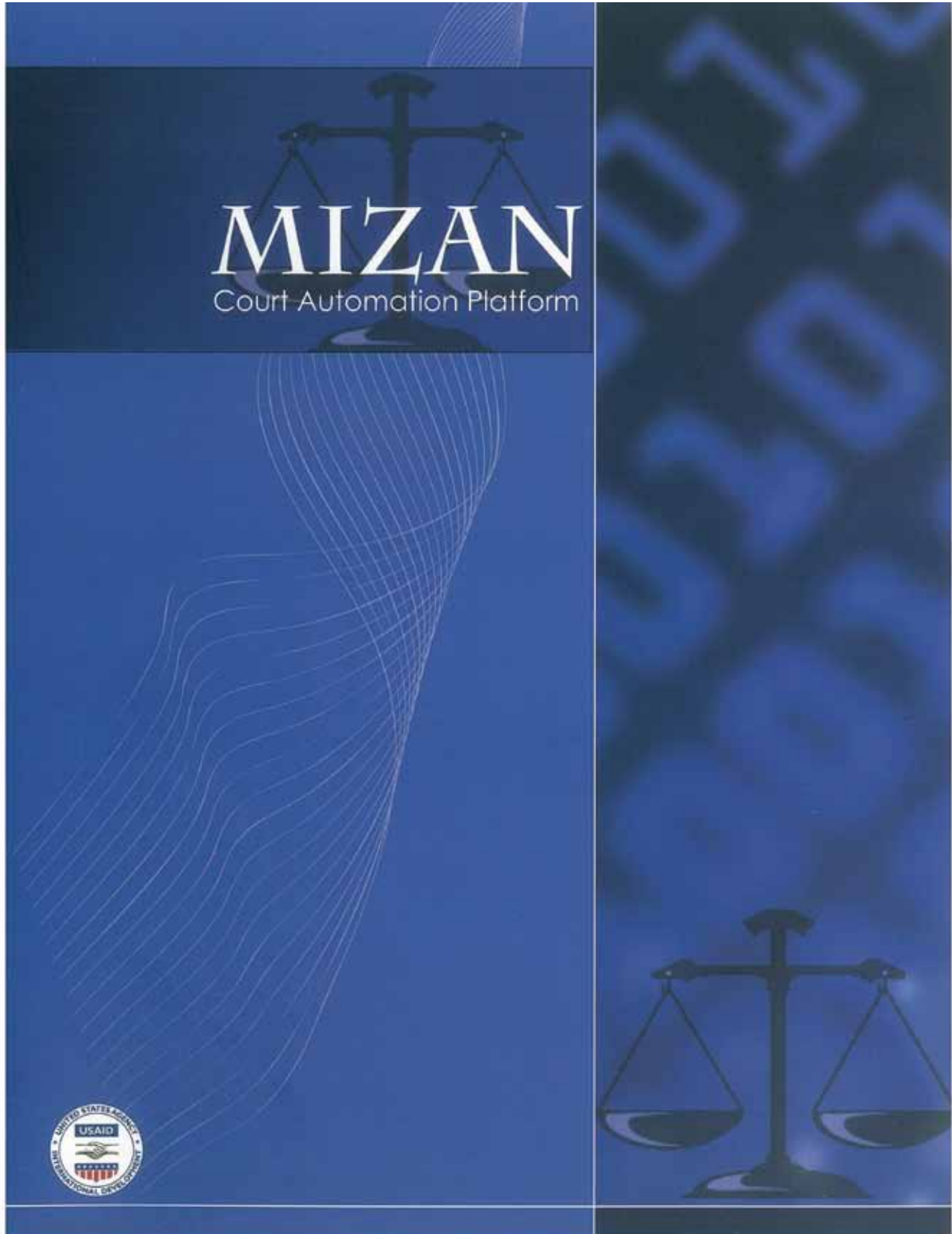
1. Court Administration Workshop (10 & 11 April 2009) - Dead Sea, Jordan.
2. Case Management Workshop (14 April 2009) – Amman, Jordan.
3. Mediation Team Training (3 – 7 May 2009) – Amman, Jordan.
4. Mediation Orientation Session (24 & 25 July 2009) – Aqaba, Jordan.
5. Court Administration Workshop (06 August 2009) – Amman, Jordan.
6. Judges Case Management Training (08 August 2009) – Amman, Jordan.
7. Case Management Workshop (03 October 2009) – Amman, Jordan.
8. Court Administration Workshop (24 October 2009) – Amman, Jordan.
9. Quality Control Orientation Session (07 November 2009) – Amman, Jordan.
10. Chief Judges Conference – Court Administration Program (15 – 19 November 2009) – Dead Sea, Jordan.
11. Advanced Mediation Training (26 – 30 December 2009) – Amman, Jordan.
12. Chief Judges Training on MIZAN Software (28 December 2009) – Amman, Jordan.
13. 40 Hours Basic Mediation Training (24 – 28 January 2010) – Amman, Jordan.
14. Advanced Mediation Training (04 – 08 April 2010) – Amman, Jordan.
15. TOT Mediation Training (27 April – 02 May 2010) – Amman, Jordan.
16. Grantee Handbook Training Workshop (31 May 2010) – Amman, Jordan.
17. Ombudsman Workshop (13 November 2010) – Amman, Jordan.
18. Ombudsman Workshop (15 January 2011) – Amman, Jordan.
19. Process Re-Engineering for the Ombudsman Bureau Workshop (19 March 2011) – Amman, Jordan.
20. Process Re-Engineering for the Execution Department Workshop (03 April 2011) – Amman, Jordan.
21. Court Administration Training – Phase 2 at the JIJ (16 April – 19 September 2011) – Amman, Jordan.
22. Administrative Units Workshop (29 May 2011) – Amman, Jordan.
23. Courts Needs' Assessment (21 & 22 September 2011) – Dead Sea, Jordan.
24. Newly Appointed Judges Workshop (16 & 17 October 2011) – Amman, Jordan.
25. Strategic Planning Workshop (10 – 13 & 15 October 2010) – Amman, Jordan.
26. Judicial Council Strategy Development & Planning Workshop (26 – 28 October 2011) – Dead Sea, Jordan.
27. Administrative Judiciary Workshop (19 & 20 November 2011) – Amman, Jordan.
28. Judicial Independence Workshop (21 & 22 December 2011) – Dead Sea, Jordan.
29. Litigation & Trial Procedures Workshop (14 – 17 January 2012) - Aqaba, Jordan.
30. Litigation & Trial Procedures Workshop (28 – 31 January 2012) - Amman, Jordan.
31. Needs Assessment for Public Prosecution (5 – 7 February 2012) - Amman, Jordan.

32. Judicial Training Continuous Plan Workshop (19 February 2012) - Amman, Jordan.
33. Alternative Penalties Workshop (24 & 25 March 2012) – Aqaba, Jordan.
34. Alternative Penalties Workshop (21 & 22 April 2012) – Amman, Jordan.
35. TOT Investigative Skills Training (19 – 21 June 2012) – Amman, Jordan.
36. Crime Scene Management Workshop – Session 1 (19 September 2012) – Amman, Jordan.
37. Crime Scene Management Workshop – Session 2 & 3 (10 & 17 October 2012) – Amman, Jordan.
38. Judges Elections Training (13 October 2013) – Amman, Jordan.
39. Investigative Skills Training – Session 1 (10 & 11 November 2012) – Amman, Jordan.
40. Investigative Skills Training – Session 1 (17 & 18 November 2012) – Amman, Jordan.
41. Financial Crimes Training (1 & 2 December 2012) – Amman, Jordan.
42. Execution Pilot Project Workshop (16 February 2013) – Amman, Jordan.
43. Judicial Ethics Workshop (26 February 2013) – Amman, Jordan.
44. Judicial Inspection Directorate to follow up with the Latest International Orientations (26 March 2013) – Amman, Jordan.
45. Anti Corruption Workshop for the Future Judges Program (06 April 2013) – Amman, Jordan.
46. Anti Corruption Cases – Investigative Skills (31 March – 04 April 2013) – Amman, Jordan.
47. Training Workshop on Gender-Sensitive Trials for “Judges for the Future “Law Graduates (18 May 2013) – Amman, Jordan.
48. Development of the Crime Scene Manual Workshop (02 August 2013) – Amman, Jordan.
49. Human Trafficking Training (08 – 12 September 2013) – Amman, Jordan.
50. Anti Corruption Training (18 – 19 September 2013) – Amman, Jordan
51. Investigative Skills Training (07 October 2013) – Amman, Jordan
52. Business Accounting Training – JIJ – Session 1 (08 – 10 October 2013) – Irbid, Jordan
53. Execution Officer Training - JIJ (12 October 2013) – Irbid, Jordan
54. Business Accounting Training – JIJ – Session 1 (21 – 23 October 2013) – Aqaba, Jordan
55. Notary Public Training – JIJ (28 – 29 October 2013) – Aqaba, Jordan
56. Notary Public Training – JIJ (November 2013) - Irbid, Jordan
57. Business Accounting Training – JIJ – Session 2 & 3 (November 2013) – Irbid, Jordan
58. Execution Officer Training - JIJ (November 13) – Aqaba, Jordan
59. Business Accounting Training – JIJ – Session 2 (November 2013) – Aqaba, Jordan

Note: Please refer to Trainet submission for a comprehensive listing of all trainings conducted by ROLP including foreign Study Tours.

APPENDIX VI

Mizan Platform Explanation





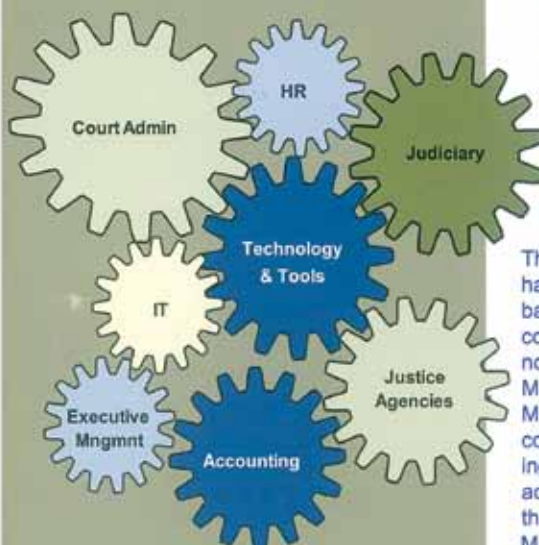
Five Benefits of Increasing Transparency:

- Increase citizen's involvement in government
- Enhance accountability
- Raise performance of involved stakeholders
- Boost government credibility before citizens
- Reduce the level of corruption.

William D Eggers, Senior Fellow Manhattan Institute
Global Director, Public Sector for Deloitte Research

No Government is perfect. One of the chief virtues of a democracy, however, is that its defects are always visible and under democratic process can be pointed out and corrected.

- Harry S Truman
33rd President of US
1945-1953



Introduction

Mizan is a state-of-the-art automation platform developed and owned solely by the United States Agency for International Development (USAID). The platform provides a robust architecture for effective and efficient case management systems. It is secure, extendable, stable, and highly customizable. The platform has been built on software engineering best practices and meets many of the functional standards published by international court management bodies such as the National Center for State Courts.

Court Automation Platform

This judicial automation platform was developed by USAID to solve transparency, accountability, corruption and efficiency issues facing courts in both the West Bank and Jordan over a five year period. The platform can be deployed in either a standalone court environment or as part of a regional or national solution. In Jordan 50 courts are connected via Wide Area Network technology permitting sharing of vital court case and participant information.

Additionally 4 remote courts, with little or no telecommunications infrastructure, operate in a standalone environment and are ready for connection to the national solution when telecommunications infrastructure reaches the region.

Evolution

The MIZAN platform development has been evolutionary starting with basic case processing needs of courts separated by distance and no possible interconnectivity. Maturing infrastructure required MIZAN to transform to a model court and justice information sharing automation platform. Boasting advanced technologies to serve the judicial and justice enterprises. MIZAN enables court administration to control workflow, reduce bottlenecks and monitor efficiency of court operations

MIZAN version 1.0

The original application programs were written in Visual Basic (VB) and supported data stored in Microsoft's SQL-Server Database Management System (DBMS). The system was designed to use contemporary client-server architecture with desktop PCs as clients connected by a local area network to servers in each courthouse hosting standalone databases. The system was developed with an Arabic language interface and supported Arabic language data.

MIZAN v1 Issues

Islands of Information

- Each Court was in essence an island of information with no ability to communicate with another.
- Aggregate data beyond the individual court level was difficult to obtain since different court types were required to keep different statistics.
- Moving cases from one jurisdiction to another, i.e., in the case of an appeal, was impossible
- Information in one jurisdiction database was not visible by court officers in another
- Case Participant visibility was limited to each court location

Costly to maintain and Operate

- Software maintenance and enhancement cost was extremely high as each jurisdiction was a separate program. Change in similar components across jurisdiction required multiple programs to change increasing risk of error and failure as well as increasing cost to implement.
- Operations support was costly as server technology was located in each court location. Increased staff travel and quantity was required to support the technology and information resources at each court location.
- Software release was costly and difficult to coordinate as any new release required travel to each court location for implementation and training

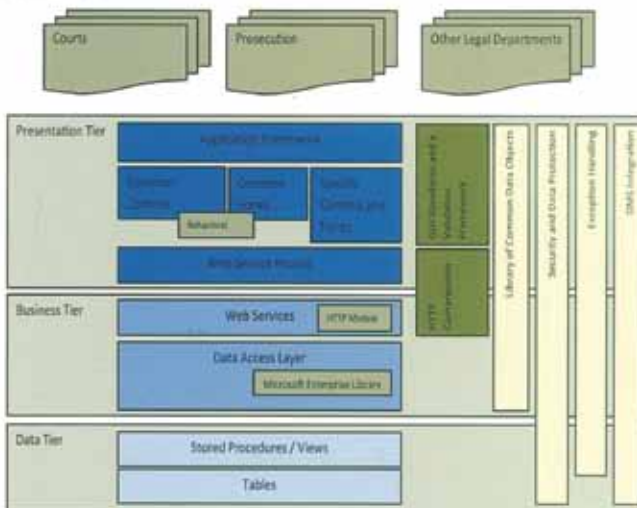
Information is the natural enemy of corruption. Corruption thrives on ignorance, not information. It needs secrecy, not transparency. It seeks darkness, not light.

- Al Gore
Former Vice President

MIZAN version 2.0

MIZAN v2 is the new, second-generation solution built with full cross-court and inter-agency communication functions in mind and on .NET and Oracle 10g technology. It consolidates all existing variants of the MIZAN case processing software into one simple software platform. It can be deployed in any courthouse for any court type, either standalone or in a centralized manner. The system ensures that every case registered in an automated court or prosecution office will have the same data recorded in a uniform manner. A consistent and friendly user interface permits staff to move from one court jurisdiction to another without significant tool re-training. Statistics are easily gathered as information is entered consistently and completely within MIZAN v2 across the entire judiciary. MIZAN v2 introduced a centralized solution for all data storage, permitting information sharing across jurisdictions and agencies, and streamlining workflow.

MIZAN has been designed to be a data-driven system, i.e. much of its behavior is controlled by the code tables containing user-entered data. Some data is entered only once (e.g. Court Name) when the system is placed in service, while other data may be entered as needed during system operation to adapt to operational change (e.g. the name of a new judge, a new case type sub-classification). This provides a great deal of flexibility to adapt MIZAN v2 to change over time and to be deployed in additional court locations and jurisdictions with little or no change in software.



In organizations worldwide automation and technology exist only to support and enable business. The same can be said about automation and its use in the justice community. Court case management systems and platforms such as MIZAN are tools to be leveraged by judiciaries and justice agencies to improve and streamline justice transactions and improve service to citizens. USAID's MIZAN platform does just that by supporting judicial and administration processes throughout the community. In the end a MIZAN court provides a more transparent and user-friendly environment for citizens and at the same time improves the efficiency of court processes.

MIZAN v2 Automation Platformz

- Re-engineered GUI
- .Net Web Services and Oracle 10g (multi-tier)
- Multi-court access
- Electronic Case Transfers and workflow
- Enhanced Security Model
- Centralized Case Participant Management
- Improved Attorney Management
- Case Profile and Case History Reports
- Centralized Code Table administration
- Scheduling: UI, Indiv./Multi rescheduling, continuances, moves, reasons
- ROA Manual and Auto
- Data Hub for secure Inter-agency and Inter-application communication
- Central Repository for National Statistical Reporting
- Judge Assignment; manual/auto, history
- Web Access to Court Records
- Kiosks
- SMS and email enabled for Hearings

National Center for State Courts Case Management Functional Standards Scorecard



Mizan version 2.0 (cont.)

This solution provides functionality such as:

- Case management across the following jurisdictions, from case initiation to enforcement/fulfillment
 - o Limited Jurisdiction Civil
 - o General Jurisdiction Civil
 - o Limited Jurisdiction Criminal
 - o General Jurisdiction Criminal
 - o Appeals
 - o Cassation
 - o High Court
 - o Special Courts such as;
 - Income Tax Court
 - Customs Court
 - Land Settlement
 - Water Protection
 - o Prosecution
 - o Attorney General
- Notification Management System
- E-Messaging (email, SMS)
- Notary Public
- Public and Attorney access via Kiosk technology
- Public, Court Officer and Attorney access via the web

Function and feature shared by all jurisdictions are;

- Case Initiation - Case Transfer
- Centralized Participants
- Calendaring and Scheduling with capability to track continuances and reschedule occurrences and reasons
- Auto Judge Assignment is fully configurable by case type, judge and court
- Integrated Hearing Minutes and Judgments
- Register of Actions for centralized and up to the minute case activity capable of triggering workflow on action
- Fully Integrated Reporting, Operational and KPI reports
- Cross-Court functionality such as Case Transfer, Participant and Case lookups, streamlined notification processing, and Criminal History support.



Contact
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gkaraa@usaid.com

APPENDIX VII

Study Tour Site Visits	
Office	Location
U.S. Attorney's Office, New Jersey District	Newark, New Jersey
U.S. Attorney's Office, Southern District of New York – Public Corruption Unit	Manhattan, New York, New York
U.S. Attorney's Office, Eastern District of New York –Public Integrity Section	Brooklyn, New York, New York
Office of the District Attorney, New York County - Public Integrity Unit - Official Corruption Unit	Manhattan, New York, New York
Maryland State Prosecutor's Office	Towson, Maryland
State Attorney's Office for Montgomery County	Rockville, Maryland
Montgomery County Inspector General's Office	Rockville, Maryland
United States Department of Justice - Regional Director for Africa and Middle East Office of Overseas Prosecutorial Development - Public Integrity Section - Fraud Section -Office of the Inspector General -Office of Professional Responsibility - Human Rights and Special Prosecution Section	Washington, D.C.
United States Department of Justice – Office of Professional Responsibility	Washington, D.C.
Federal Bureau of Investigations – Public Corruption Unit	Washington, D.C.

APPENDIX VIII

Anti-Corruption Recommendations

Recommendations for Improving the ACC

In order to make the ACC a more effective anti-corruption agency, the following is recommended:

- Enhancing the ACC's investigative competencies through training and hiring qualified personnel with financial and forensic expertise.
- Developing formal procedures for investigators and prosecutors to meet and discuss an investigative/prosecution strategy when complaints are referred by the ACC Commissioners.
- Developing procedures for regular interaction between ACC investigators and prosecutors and the police so that investigative strategies are considered, including the value and viability of undercover and covert investigations.
- Amending the criminal procedure law so that ACC investigators may obtain bank records and take sworn statements from witnesses and suspects.
- Assessing the value of a statute that would make it a criminal offense for any civil servant or public official to accept gifts, loans or discounts unless they are strictly for private reasons.
- Enhancing the ACC's prevention work by creating corruption prevention guides for various government and business sectors. These would provide tips for closing corruption loopholes and best practices for preventing corruption. ACC staff would offer advice and practical help to enable government agencies, companies and organizations to introduce systems and procedures that are resistant to corruption.
- Expanding the ACC's prevention role by developing and implementing an integrity-testing program. Testing would have both a deterrent and detection function and would be used strategically in government and business sectors.
- Enhancing the ACC's corruption awareness role through public messaging.
- Developing and implementing a strategy for the ACC to take the lead in creating effective partnerships and coordination between anti-corruption stakeholders. As part of this strategy the ACC would chair regular meetings of stakeholders in which each would report on their anti-corruption work.
- Amending the ACC's enabling law to address accountability and transparency concerns. Several amendments should be considered, including shifting its line of reporting away from Parliament to someone chosen from outside of government. This "untouchable" would be accountable to the King, minimizing the current state of diffused accountability.
- Leveraging and coordinating resources with other donor organizations that are committed to strengthening the ACC.

Recommendations for the Establishment of a Strike Force

- Establish a national anti-corruption coordinating committee or strike force comprised of anti-corruption stakeholders. The committee's director would be drawn from outside of government, "untouchable", and as described above be accountable to the King not Parliament.
- Committee members would include representatives from the panoply of anti-corruption stakeholders: ACC, Audit Bureau, Controller of Companies, Jordan Stock Exchange, Ombudsman Bureau, Financial Disclosure Department, General Security Directorate, Income and Sales Tax Department¹, Anti-Money Laundering Unit, Government Procurement Department, Attorney General, Judicial Council, and other representatives, including from civil society, as appropriate.
- The strike force would have dedicated investigative and prosecution teams who would report to an operations director. The ACC would continue to handle corruption prevention and citizen awareness responsibilities but its investigative and public prosecutor staff would move to the strike force or to a specialized corruption unit within the Public Prosecutors Office.
- Alternatively, the strike force would focus strictly on coordination between stakeholders and investigative responsibilities would remain with the ACC.
- The committee or strike force would assist the prevention role of the ACC by communicating identified "corruption hazards" discussed by stakeholders.

In addition to these recommendations, the future implementation of an anti-corruption program should include:

- Providing support to the government so that assets disclosed in financial statements are verified and amending the Financial Disclosure Law so that consistent with legitimate privacy concerns prosecutors would have greater access to reports.
- Bringing police corruption cases into the jurisdiction of public prosecutors so that corruption cases involving law enforcement are heard in civil not police courts, consistent with best international practices.

¹ It is reported that approximately 800 million JD (1.1 billion US dollars) in tax revenue remains uncollected annually.

Prosecution Function

- Work toward the creation of a specialized corruption unit within the Public Prosecutors Office. Prosecutors assigned to the unit would serve for a minimum number of years so that experience and expertise are developed. Career enhancements, such as a Court of Cassation appointment, might be offered as part of the assignment.
- Consider the appointment of special prosecutors outside of the Ministry of Justice. These independent prosecutors would serve a five-year term.
- Increase training in several areas including gathering and analysis of financial records, debriefing of witnesses, interrogation techniques, securities fraud, and tracing and recovery of assets.
- Develop formal procedures for prosecutors and investigators/police to meet and discuss an investigative/prosecution strategy when complaints are received.
- Develop a formal mechanism for interaction between the security police and prosecutors so that undercover and covert investigations are considered and employed where feasible and productive.

APPENDIX VIII

Final PMEP (Y5)

This will be provided in a separate submission as a supplement to this final report.



JORDAN RULE OF LAW PROGRAM
Final Report

DECEMBER 2008 – NOVEMBER 2013